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On October 2-4, 1968, a National Seminar on the University in Urban Community Service was conducted in the Center of Adult Education at the University of Maryland, sponsored jointly by the university and the Division of Adult Education of the U.S. Office of Education. On the first day, participants heard from, and interacted with, selected leaders in higher education, urban administration, business, and the federal government. The listening-questioning-reflecting process was a time to increase awareness and understanding of the needs of cities. The second day was devoted to small group involvement in the practical aspects of program planning and evaluation. The final session was an address by Dr. Paul Miller. (se)

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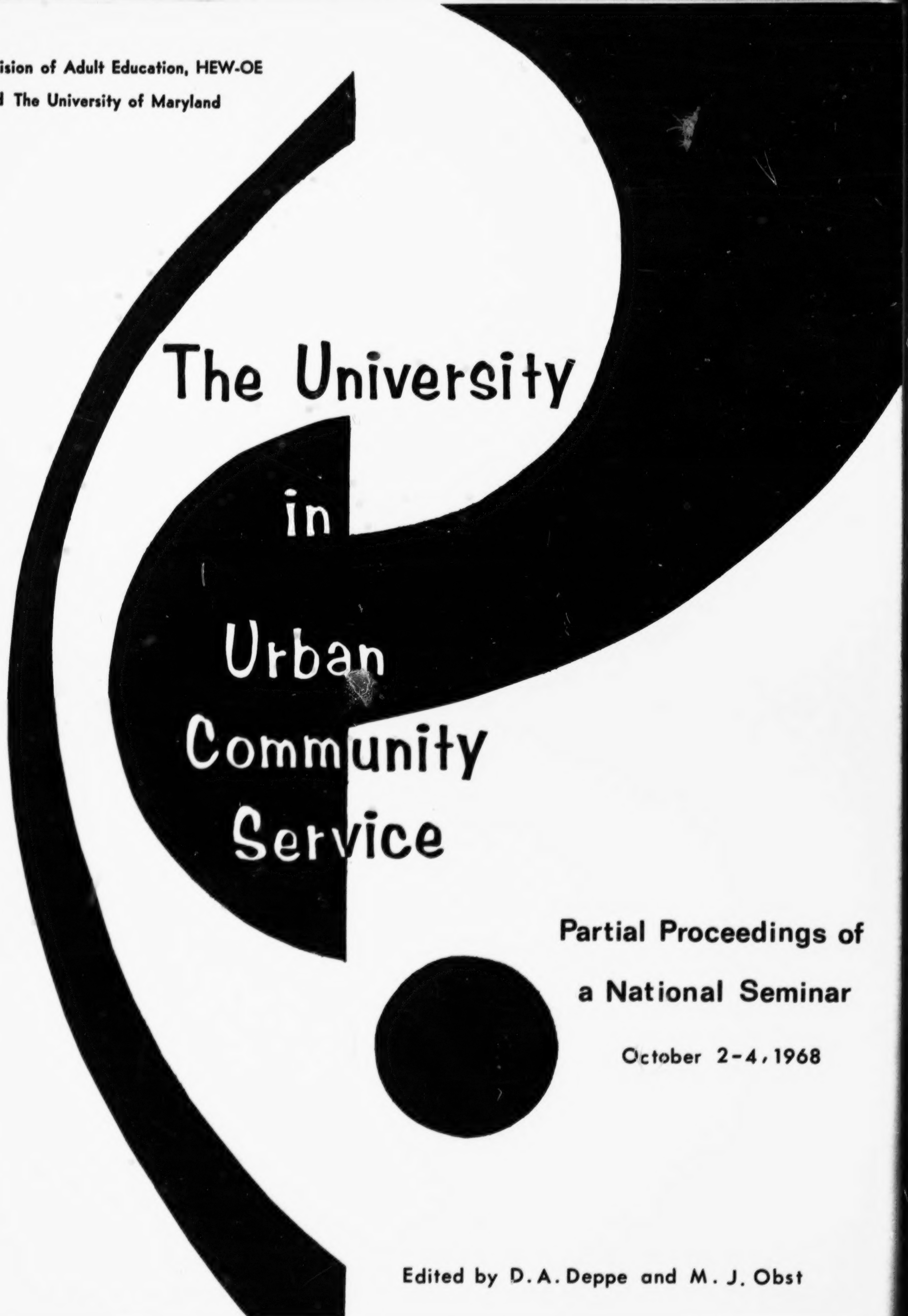

The University in Urban Community Service

Partial Proceedings of a National Seminar

October 2-4, 1968

Edited by D. A. Deppe and M. J. Obst

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THE UNIVERSITY IN URBAN COMMUNITY SERVICE

Partial Proceedings of
A National Seminar
October 2-4, 1968

SPONSORED BY

The Division of Adult Education, HEW-OE

and

University College, University of Maryland

Location

Center of Adult Education
College Park, Md. 20740

Editors

Donald A. Deppe
Margo J. Obst

INTRODUCTION

On October 2-4, 1968, a National Seminar on the University in Urban Community Service was conducted in the Center of Adult Education at the University of Maryland in College Park, Maryland. The proceedings of the Seminar have been compiled here for distribution to the participants as a useful reminder of the experience they enjoyed. The document is presented in the hope that an opportunity to read and reflect upon some of the major issues and ideas raised in the Seminar, will stimulate further analysis and initiate more effective action in relating University resources to the urban problems which confront us.

These proceedings are neither verbatim transcriptions of all sessions, nor do they constitute a carefully edited and integrated treatise on the general theme of the Seminar. The editors worked with verbatim transcriptions of the major presentations and gave each speaker, who agreed to publication of his remarks, an opportunity to refine our editorial efforts. We did not include all of the interesting and entertaining remarks of those who introduced speakers and panelists. Nor did we think it necessary to include audience reactions, questions, and discussions. Although it was not feasible to record or summarize the discussions held in small group work-sessions on October 3, copies of some of the basic materials used in these sessions are contained in Section III.

For any important omissions that may have been made deliberately or inadvertently, we apologize. We want to express our appreciation to the State Directors of Title I of the Higher Education Act of 1965, and the staff members of the Division of Adult Education of the U.S. Office of Education for conceiving the Seminar. We commend in particular the efforts of Paul Delker, Eugene Welden and Bayard Clark in coordinating the myriad details involved.

The Editors:

Donald A. Deppe
Margo J. Obst
April 1, 1969

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SECTION I

LETTER, PROGRAM AND ROSTER

PROGRAM

A National Seminar on

THE UNIVERSITY IN URBAN COMMUNITY SERVICE

October 2-4, 1968
The University of Maryland

WEDNESDAY, OCTOBER 2: NATIONAL PERSPECTIVES AND ISSUES

7:00-8:00 a.m.	Breakfast in the Coffee Shop	
8:00 a.m.	Registration and Coffee-Lobby, Center of Adult Education	
9:30 a.m.	OPENING SESSION-- Presiding Today: Paul V. Delker, Director, Division of Adult Education Programs, USOE Welcome to the University Wilson H. Elkins, President, University of Maryland	Fort McHenry Room
10:00 a.m.	URBAN EDUCATIONAL NEEDS IN THE SEVENTIES Joseph G. Colmen, Deputy Assistant Secretary for Education, HEW	
11:00 a.m.	THE UNIVERSITY'S RESPONSE TO THE URBAN CHALLENGE Frank Farner, President, Federal City College, Washington, D. C. Introduced by Stanley J. Drazek, Associate Dean, University College, University of Maryland	
12:00 noon	Luncheon-- THE UNIVERSITY IN NATIONAL URBAN LIFE Robert Wood, Under Secretary, HUD	Heritage Room
1:30 p.m.	WHAT OUR CITIES NEED-- Panel Discussion	Fort McHenry Room

WEDNESDAY, Continued

Moderator: Patrick Healy, Executive Director, National League of Cities
The Honorable Frank Bosh, Mayor, City of Cedar Rapids
The Honorable Timothy Costello, Deputy Mayor, City of New York
George Arnstein, Deputy Director, President's Council on Youth Opportunity

3:00 p.m. Coffee Break

3:30 p.m. TAKING ACTION IN THE CITY-- Fort McHenry Room

Panel Discussion

Moderator: John B. Ervin, Dean, School of Continuing Education, Washington University, St. Louis
Richard L. Breault, Manager, Community and Regional Resource Development, Chamber of Commerce of the United States, Washington, D. C.
William Haskins, Deputy Director, Washington Bureau, National Urban League
Al Henry, Youth Opportunity Coordinator, Office of the Mayor, Houston
C. J. Roberts, Coordinator, Professors of the City Project, University of Oklahoma

5:00 p.m. Adjournment

5:30 p.m. Board Busses at Center for transportation to Reception (cash bar) and Dinner at Blackie's House of Beef

THURSDAY, OCTOBER 3: PROGRAM ANALYSIS AND DEVELOPMENT

7:00-8:00 a.m. Breakfast in the Coffee Shop

Presiding Today: J. Eugene Welden, Executive Secretary, The President's National Advisory Council on Extension and Continuing Education

THURSDAY, Continued

9:00 a.m. Briefing Session for Discussion Group Leaders and Recorders Only — Room A

9:30 a.m. GENERAL SESSION-- — Room A

Orientation for Discussion Groups

10:15 a.m. ANALYSIS OF PROGRAMS AND PROPOSALS: A Series of Case Studies

Discussion Groups

Group 1 - Room B
Group 2 - Room D
Group 3 - Room E
Group 4 - Room G
Group 5 - Room 224
Group 6 - Room 226
Group 7 - Heritage A
Group 8 - Heritage B
Group 9 - Heritage C
Group 10- Heritage D

12:30 p.m. Luncheon-- — Fort McHenry Room

1:45 p.m. DEVELOPING NEW URBAN PROGRAMS

Discussion Groups

3:00 p.m. Coffee Break

5:00 p.m. Adjournment

6:00 p.m. Dinner-- — Fort McHenry Room

FRIDAY, OCTOBER 4: PACESETTING IDEAS

7:00-8:00 a.m. Breakfast in the Coffee Shop

Presiding Today: Paul V. Delker, USOE

9:00 a.m. MAKING THE UNIVERSITY RELEVANT IN TODAY'S CITY- — Room A

Herman Niebuhr, Associate Vice-President for Urban Affairs, Temple University

10:00 a.m. Coffee Break

FRIDAY, Continued

10:30 a.m. EXPLORING WORKING MODELS FOR URBAN COMMUNITY SERVICES — Room A

Panel Discussion

Moderator: Atlee Shidler, Director, Community Services and Continuing Education Programs for the Consortium of Universities, District of Columbia, and Director of Educational Programs, Washington Center for Metropolitan Studies

Jack Ferver, Administrator, Title I, University of Wisconsin

Kenneth Haygood, Dean, Continuing Education, Cleveland State University

Byron Johnson, Director, Center for Urban Affairs, University of Colorado

12:00 noon Luncheon-- — Fort McHenry Room

THE FUTURE OF URBAN COMMUNITY SERVICES

Paul A. Miller, Director of Planning and Development, University of North Carolina at Charlotte

Introduced by Paul V. Delker, USOE

1:30 p.m. to 5:30 p.m. Meeting of Office of Education Staff and State Agency Administrators — Room A

A Status Report on Community Service and Continuing Education Programs (Under Title I)

SECTION II

OCTOBER 2, 1968

INTRODUCTION TO THE CONFERENCE

by
Paul V. Delker
Director, Division of Adult Education Programs
U. S. Office of Education

I open this national seminar on "The University in Urban Community Service," and welcome you on behalf of the Office of Education.

I am convinced that there is great significance attached to how this seminar came about. We are here today because of the frustrations of a significant number of the state directors, who are sitting here today and who had the courage at our national meeting last January to demand another meeting,--one to be addressed only to the issue of urban community service.

They had experienced, I think, a fairly well-organized conference which treated urgent and important issues which administrators share. But they were unsatisfied; not dissatisfied, but unsatisfied. They had succeeded in getting answers to the obvious questions, and in some cases some not so obvious questions. But they had been confronted with or stimulated by the full challenge of making the universities relevant to the needs of our cities. They protested a failure to face up to this challenge and finally demanded that we meet and address the full issue in a context which would be both inspirational and practical, both idealistic and realistic.

In response to this, members of my staff and I met last spring with designated state directors to plan what I shall call a conference of relevancy. We aspired to hold this conference last spring in time to influence the 1969 programs, but this proved to be impossible.

Now, we are gathered in a month of political chaos and in a season when all academic and political activity accelerates at a racer's pace. The size and quality of our audience, and especially the excellency and relevancy of those on our program, attest to the importance of this seminar.

First, we seek complete exposure to the day's creative thoughts on the needs of the cities and on the resources and responses of higher education, government and other concerned groups to these needs. To this objective this first day of the seminar is dedicated.

Having broadened our perspectives and sharpened our contexts, we will next seek practice in devising new programs, producing new solutions, and evaluating innovative proposals to resolve the urban crisis. To this end our second and third days are directed.

The sponsorship of this conference is both illustrative and symbolic. It illustrates the response of a university to the challenge of community service. We are meeting not in the ivory tower, but in a university whose very Center of Adult Education illustrates its desire to serve. And we are meeting at the Administrative Center of the Maryland Community Service and Continuing Education Program under Title I, for this University is the agency for Title I in Maryland, and this is the house of Stanley Drazek whom you know as a colleague and fellow State Director.

The co-sponsorship of this conference by the University and the Division of Adult Education symbolizes the new partnership between the Office of Education and higher education in responding to the society and to the communities in which we live.

It is a great honor for me to open this first seminar and to share sponsorship with the University of Maryland, our host institution.

HIGHER EDUCATION AND THE CITY IN THE SEVENTIES

by
Joseph G. Colmen
Deputy Assistant Secretary for Education
Department of Health, Education, and Welfare

Hearing Dr. Delker recite my biographical data sounds a little like a reading from Who's Who. With the rash of organ transplants being performed, there's a new edition coming out. It is called "Who's Whose."

These are exciting times in education. Education is now a growth industry. It is as much a part of the contemporary culture as the corporation, and shares headlines with war, crime and baseball. It has become exciting, both to the people who work in it, and hopefully the students who are subjected to it. There are ferment and innovation, psychological alarm at costs along with greater financial support, critiques and defenses about everything from computer assisted instruction of pre-schoolers to the effect of racial isolation on student achievement to the balance of teaching versus research at the graduate level. Even the church state issue is debated. In the Office of Superintendent of Schools of Shakopee, Minnesota, a notice hangs on the wall which reads: "In case of air raid, prayers are allowed in this school." Most exciting of today's dialogues, however, concerns the role of education in the changing processes of society.

Today, the nation's cohesiveness is endangered by a host of conditions which in the past we have been either too blind or too unwilling to view in terms of their ultimate consequences. By cohesiveness I do not mean singleness of view about major issues confronting the nation, nor even singleness of purpose. What I do mean is singleness of belief in the basic principle of a democratic government: that all problems are possible of rational solution, in which solution is not always derivative from facts or objective research, but very often from compromise and good will.

In the midst of the clamor, the riots, the rapid change in values and morality, universities have rarely acted to change, or in a sense even reacted, except in those instances when their internal authority was questioned.

Early debaters were sharply divided in their views of the role of the educational system as a participant in social change.

The "four-walls" concept presented the school as an isolate, detached from the outside world by a curriculum curtain that was the fabrication of and the province of the educationist. On the other hand, faced with society's festering sores, recently exposed to an angry nation and world, another group took to question whether or not the schools should be part of the community in a practical-working, as opposed to a theoretical-academic sense.

Colleges in an Ecological System

How do schools fit into their communities as social and cultural systems? Shouldn't a school or college see itself as part of a larger ecological system in which it fosters everything from social welfare to urban rehabilitation? If so, James Perkins, President of Cornell, charges that "We have not been very inventive about how to relate studies and experience or thought and action, and the result can be frustration, or apathy, or even revulsion on the part of good students." Relate that statement to Berkeley, Howard, Wisconsin, Columbia and, to a less visible degree, hundreds of other campuses.

Colleges and universities are at last taking a long, new look at their purposes and at the roles of their faculty, administrators and students. And they are asking whether or not they can achieve in the university a sense of community, in which the process of learning is not limited to the academic experience but rather is part of the total living, working and playing experience of the college, the community, the Nation, the world.

I do not believe it necessary to reiterate the old battle cries about whether or not, for the sake of academic excellence, the world of theory should be separated from the world of action. Nor need we engage in probabilistic debate about the proportion of a college's or university's energies or resources that should be devoted to teaching versus research versus community "service." These are interesting problems to pursue though it is doubtful that they will be resolved to the satisfaction of any, because they derive from forces not always controllable or some times even understood. Surely the question of whether alumni determined academic matters because of their support of sports was argued hotly, for example, but the influence of these groups has waned, not so much because of a conscious decision on the part of university administration, but because other kinds of demands as for example, research, assumed greater importance.

That the university has in its history, in one way or another turned its attention to the problems of the times, certainly cannot be attacked; witness university involvement in the agricultural extension service or research in a wide spectrum of activities associated with national and international needs. But as Chancellor Klotsche of the University of Wisconsin charges, "if 'community,' once predominantly rural, has changed in location, ethnic composition, economic activity and needs for services, a university must accommodate accordingly if it wishes to remain a relevant and progressive force."

A new identity is, in fact, beginning to be assumed by the colleges, an emerging public role of the university in American life. The complex demands of a specializing society, in which new knowledge is a critical factor of growth, have found the university sought after more than ever before to help in research, training and consultation on problems of economic and social development both at home and abroad. The modern university is beginning to involve itself in the function of social participation along with its historic mission of observer and critic of public affairs. Forms of social participation are now being assessed by universities throughout the Nation. Whatever the outcome of this assessment, it is reasonable to expect that the future mission of the public universities, if not the private universities, will include much more emphasis upon the broad concept of public service as a base for educating students and, indeed, for research.

One might also anticipate that this change in the outlook and mission of the universities will affect the academic curriculum to the extent that, more and more, the academic classroom will not be bound by space but will be projected throughout the world via television, actual study groups or working parties moving to the "action," wherever it may be found.

Students and Social Change

So much for the university as an evolving institution in terms of its interface with the world around it.

College students today are searching for real world educative experiences which will test theory in practice and will permit inductive development of new theoretical formulations in their chosen fields of study. Dissatisfied with the world as handed to them by their parents, they seek innovative, dynamic solutions to society's significant problems based on new sets of premises. But their opportunities are limited. Institutions of higher learning in the midst of the urban ghetto, walled in by the bricks of an "intellectual curtain" have only now begun to turn their eyes to the decay and ignorance around them. Inside, the rising voice of discontent about meaninglessness of role and irrelevance of curriculum, a cry to the world outside, are still mightily contained by a rigid proscription of traditional purposes of an educational "community."

Father Ted Hesburgh, President of Notre Dame University, says, "There is something a little sick about the present system of higher education. Looking at its total spectrum, all the way from lower education through the Ph.D. and post-doctoral, I think it might best be described in the favorite adjective of modern students--'unreal'. . . . We put people in this thing almost as participants in an oriental dance, where they go through all these motions and yet learn very little about themselves or the world they live in, or about other people."

Universities point with ardor to their responsibility for service to society, but we see little priority to it. They point to a small foray into tutorial work as what service is supposed to be.

Jacqueline Grennan, President of Webster College, adds that "Learning is not essentially expository, but exploratory. It happens out in the world of action, a new ecumenical world of search. This search has led many young people into protest and many more into such public service as the Peace Corps, VISTA, American Friends Service Committee and Papal Volunteers."

Harold Taylor, former President of Sarah Lawrence College, challenges that "In the past, the student has been considered an unavoidable element in the educational process, more to be coped with than to be treated as a responsible young adult. We have fallen short of making the call for service into a philosophy of education for a democratic society."

The need is present for a massive expansion of opportunity for college students to express this sense of commitment, to be participants in and architects of the experientally hastened social change here and abroad.

Human-public Service Manpower Needs

At the same time that universities are pondering their meaning in a new and changing social order and students are searching for their place in that order, a great manpower demand, particularly in the public service, or more broadly human service, sector of our society is about to submerge us. A study by Herman Neibuhr, Assistant to the President of Temple University for Urban Affairs (note his title), on this program, projects a shortage of four million such workers by 1972, just to meet demands already on the books, in fields like health, education, welfare, justice, city planning, urban administration, housing, transportation and the like. Employment in the public sector is expected to expand still more as society makes more demands for services. The need is therefore evident for ways to bring into human service fields more trained manpower.

If the colleges and universities would create systems for providing integrated human service learning and work experiences for students, it is likely that many of those students, testing themselves against the pragmatic reality of such work, would opt for careers in these fields. This statement is supported by evidence from Peace Corps research which shows that college graduates from both liberal arts and technical professional persuasions more frequently switch their career choices after Peace Corps service to human service fields than vice versa.

My assessment is not made in the spirit of criticism but in the spirit of challenge. I believe the significance of higher education in our country will diminish as it sits in the bleachers watching the action on the ball field below. If colleges and universities do not stand up to the challenge--and I believe the opportunity--their influence will be no greater than that accorded the aging, crotchety former town politician who now sits on the park bench discussing yesterday's wars and solving today's problems with anachronistic solutions. It is in the hope that higher education can, and indeed will act, therefore, that my comments are directed.

The difficulties, however, are compounded from (1) the problems of orienting the total direction of an institution of higher learning, restricted by precedents, provincial faculty interests, departmental rivalries and financial problems it is trying to solve; and (2) the complexity of the urban problem which has so far defied definition, let alone solution. This view is supported in the "Report on Experimental Programs Assisted by the Ford Foundation," which concludes that to have impact on the university as a whole, requires an across the board commitment. You may be coming to the conclusion that I am a pessimist. I really am not, for a pessimist is a fellow who really knows what's going on.

An institution for higher education in the city must establish its foundations on a definition of purpose, clearly enunciated and supported, upon which will rest its structure (looser departmental barriers); faculty (selection based on interest and commitment to the mission); students (with a perceptible service and action orientation); curriculum and research (planned with students, local community, and urban "experts" for utmost relevance); a service component (in which it will be possible to study and work outside the "four walls," providing service while building theory out of action); and indeed its very location.

The purposes of such a college or university should be clear at the outset. Briefly stated, they may be to (1) educate students for understanding the unique characteristics, problems and challenges or urban societies and preparation of professionals who wish to devote their careers to working on those problems; (2) conduct research on real problems of urban society, in the city and on the campus with those struggling for better understanding, prediction and control of factors associated with quality of life in urban settings; (3) channel service to the community by applying personal commitment and energy and knowledge to delivery of services requisite to solution of urban problems in concert with those other agencies and institutions whose responsibility it is; (4) provide the capability for a truly multidisciplinary attack on identifying, analyzing and solving the complex physical and social problems of the urban community; and (5) provide the general civilizing quality of a liberal education all citizens will need to live happily and productively in an increasingly urban world.

The university will provide a research base of excellence, a calibre of teaching distinction in which learner-centered teaching offers rewards equivalent to research; strong interaction between teaching and research faculty and between the students of both as well as between the faculty and students of each. In this institution, it will be a fact that the college or university exists for the benefit of the community and the student, and that these are not simply factors to be coped with. Ideas of all kinds will be welcome but especially those that relate to the major urban mission of the institution.

New, multi-disciplinary curricula and specialized organizational arrangements would be developed, that would emphasize systems approaches to solution of problems which are complex and themselves multi-disciplinary in content.

Relevance as well as breadth would become the basis for courses, seminars, individual study and work experience; certain core subjects might include planning, ecology, social accounting, law, behavioral sciences, economics, public health, education, and government and politics.

A liberal portion of the course work would be accomplished off-campus, as planned for example, in the State University of New York's newest venture at Old Westbury in Long Island, New York by its first president, Harris Wofford. Urban extension activity could well begin in the freshman year, under carefully supervised conditions, expanded in breadth and depth as students move toward their senior year and graduate work. Much of this work would be accomplished by a liaison relationship with local, state, Federal, or private institutions concerned with the broad range of growing human service requirements.

The work itself would also be a laboratory for conducting essential research or data collection and for testing out new ideas of merit. Students would, in addition to performing services, feed in ideas for research, and collect and analyze data as part of their own research training. You can see, therefore, that I do not prescribe that the university abandon its role as a sanctuary for the philosopher, theoretician or intellectual. Part of the university must be an ivory tower to provide the balance against the distortion that comes from looking at all problems from the "worm's-eye" view.

In moving in this direction, an institution will require intimate involvement of all relevant community agencies and segments of the population in the planning: the city departments, community action agencies, service organizations, school boards, business and industry, the poor, ethnic groups, religious groups, other educational institutions at the technical, community college or higher levels, merely to begin a list. All of these will be important as sources of financial and moral support; work opportunity for students; channels to the problems; cooperators in research; implementers of research findings; and allies in political difficulties that are bound to arise.

This college and university should also be a resource for persons who wish to serve in allied fields short of a full professional degree, either by providing the training in extension programs or by assisting community colleges to establish programs articulated with theirs so that options to continue toward a bachelor or higher degree remain open and flexible. Thus the tremendous pressures for aides, assistants and sub-professionals to support the shortage professions may be eased. But the

University must be willing to move in this direction, not simply cling to old ways. One is reminded of the 90 year old woman who refused to take her first ride in an airplane. "No, siree" she said, "I am going to stay at home right here on earth and watch television just the way the good Lord intended I should."

These are bare outlines of what could be a major instrument in developing an infrastructure for the war on poverty, disease, crime, delinquency, illiteracy, ignorance, discrimination, ugliness, substandard housing, and all forms of deprivation.

Charles Haar, Assistant Secretary of HUD, has put it eloquently.

> "There have been three great tests of the responsiveness, capacity, and flexibility of American colleges. The first great test was to equip the nation with the tools and knowledge basic to the development of American agriculture after the Civil War. The second challenge was that of introducing science, mathematics and modern languages into a classics-oriented curriculum. Today, the needs of the cities pose a third great challenge. As on the previous occasions, this is a problem which dominates its time."

He goes on to say that

> "the concern of the academic community nevertheless too often seems characterized by an overindulgence in pronunciamentos and manifestos, combined, strangely, with an inordinate aloofness that bars the full participation required to translate ideas into action.
>
> "Involvement and commitment; a respect for the pragmatic; a willingness to engage in and with community issues--few urban universities would rate high marks in such tests. By contrast, consider the contribution of the land grant colleges to the development of American agriculture. From fertilizers to fox-farming to family nutrition, they led and pushed and persuaded that most obdurate of objects, the American farmer, to an unequalled productivity. . . . And no one worried much about the occasional Mud and Manure that accompanied the process.
>
> "Is the urban university," he pleads, "as concerned as competent, as creative and as conscionable in its

> pursuit of urbanity and understanding, acumen and aspiration?"

Samuel Brownell has written well of the glow that lights the way. "Cities," he says, "are made up of people and cities should be places where it is good for them to live, to bring up children, to carry on all kinds of occupations, to enjoy their leisure time, to develop their talents through education, to worship, to find friendship, to meet with friends and neighbors socially, to contribute to their welfare, to grow old rewardingly, and to have the attention to physical ills when needed. The problems of urban dwellers when some of these conditions are absent or inadequate are the problems of the city."

The urban college and university must confront the urban reality in all its infinite complexity. This will take more than operations research, more than depth interviews among rebels and rioters, more than cadres of economists and political scientists analyzing the intertwined transactions of dollars and political power, more than specialists in rescue operations for the sick, the jobless, the retarded, the emotionally crippled. It will require new kinds of committed scholars--practitioners who include among their ranks specialists who see the parts in relation to the whole and generalists who have a commanding view of the intersections of complex events. The new urban college and university also will require philosophers and poets to plumb the wellsprings of human conduct.

Without guiding principles, the world of events is unreadable chaos; but without experience the world of words is barren, empty and only half alive. The university needs to cultivate insight and compassion as well as knowledge. This is why the city, in all its beautiful and terrifying and rewarding complexity, must be the laboratory of the university.

As the program of operations under Title I of the Higher Education Act of 1965 matures, there is growing evidence of its tremendous potential for Community Service and Continuing Education in applying the competence concentrated among American colleges and universities on an attack on the array of crucial community problems; including housing, poverty, government, recreation, employment, youth opportunities, transportation, health, land use, community development, human resources development, human relations, and economic development.

This is a fine beginning, and it may just be the first tug of the engine that gathers up the energy to increase the momentum of the entire higher education establishment. Hopefully, substantial change will take place in the scale of federal commitment to urban problems.

The Federal Government must make the same commitment to urban matters it gives to science. Note this comparison:

> "This year the National Institutes of Health expect to spend $804 million for research fellowships, traineeships, and other educational programs."
>
> "In contrast, the federal program developed to assist colleges and universities to increase the number of professional urban planners and specialists . . . in 1967 and 1968 received appropriations of $500,000. This provides only 80 fellowships each year in urban planning for the entire country."

A protester at a recent meeting told me that mine was the best speech he ever walked out on. So let me conclude before I find myself in the same situation again. If colleges and universities do not take up the cudgel, new institutions will come in to fill the vacuum. Perhaps this may be for the best, some will say. But I am afraid that it is not, for the very tradition of the university, its questioning spirit, its objectivity and rationality, its meld of the past and the future, and its very continuity are the prerequisites of a rational attack on the problems of today. To serve as a catalyst in today's pressing milieu for bringing together caring, restless, active students and faculty for a major battle on the social ills of American society, can offer no greater challenge, no more worthwhile venture. Your next 3 days promise to open up for debate and maybe even for surgery the dialogue on whether or not higher education will open its intellectual bank and invest in the challenging urban problems before it. I look forward eagerly to your conclusions and recommendations, all the more so since I will soon be helping Columbia University, that bastion of Morningside Heights, bend its posture in the same direction. As Pogo has said recently, "We are faced with insurmountable opportunities." Will our colleges and universities allow themselves to meet that challenge?

THE UNIVERSITY'S RESPONSE TO THE URBAN CHALLENGE

by
Dr. Frank Farner, President
Federal City College

Since this is a group of Title I people, and that means they have something to do with the handling of money, I want to tell a story about research which also has some relationship to our college. Research, at our college, is something like Columbus's voyage. When you start you don't know where you are going, and when you get there, you still don't know where you are, and when you get back you don't know where you have been--and all on somebody else's money.

The title of your conference is "The University in Urban Community Service," which is something really very much like the name of our college. Stick the words "Federal City" in front of it, and change the designation from college to university, and you have something on the order of The "Federal City University in Community Service." I think that is what we are really all about.

We don't use the word "university" in print because that would look like incipient empire building. But around the hallowed halls we do let the term "university" slip in every so often.

As I understand it, I am to give some remarks which will tell something about the college and something about what I think about your own special problem in your seminar, and then to answer questions about the college or about what I have said, as time permits.

I mentioned a little about the institution in starting because the only claim that I have at all to address any audience on the topic of the urban higher education issue is simply my relatively brief experience in trying to get this college started. Only a little more than a year ago I was in the tall uncut region of Oregon, as far from the urban setting as it is possible to be.

From the experiences of this past year, establishing what is destined to be one of the largest urban universities in the nation, and the only land-grant institution with an entirely urban constituency, let me base my remarks on simply that modest bit of experience and comment on two general topics: the first of which is higher education's responsibility in the urban setting, and the second, some impressions regarding the specific interests of urban students in higher education.

The title of your conference suggests that the principal problem of urban higher education is the adaptation of the standard higher education model to the urban setting.

In the New York Times, and the Sunday supplements, you read about this traditional concept of the urban higher education problem. But I believe that it sidesteps one principal issue as we talk about the conversion of the standard model to the urban setting. I believe that the first step, and the greatest need, is to simply establish higher education in the urban location, whatever the model.

In Washington, this problem is felt especially acutely since it was for more than 100 years the only geographic section of the nation in which a high school graduate had no low-tuition, public, comprehensive institution of higher education to attend.

One might say that the same is also true of such other large cities as Cleveland, Omaha, and Dallas. But at least in those places, if you could get up the coin required, one could journey to Columbus, or Lincoln, or Austin, to take advantage of one's state university. But the District of Columbia resident had no "state." So the Washington situation is a special example of the failure of the establishment to provide higher education, even in the traditional model, in a great urban center.

I have a wonderful research project that I do whenever I take time out from presidential duties to do research. It is a correlational study based on a sample of one, which shows that the only place in the country that doesn't have some form of representative elected government, also doesn't have higher education. Whether there is a cause and effect relationship here--you statisticians can work out.

But the problem caused by the early establishment of public higher education outside the great cities has been only partially overcome. So the first step, in my opinion, in the solution of the higher education problem in the urban setting of America, is to bring it there.

There are very few large urban locations now without any higher education, public or private. But it is oftentimes not the preeminent concern of state governments, that institutions be located in the cities.

The second issue, which does not require a change of the model at all as far as I can see, is to see to it that the urban youth, and oldsters, for that matter, (since we are a continuing-education meeting) but especially the very innermost city students, attend.

I noticed on some name card which flashed by in the coffee line, that someone is here from Cleveland State. I was talking recently with the president of that institution, a newly-established university in one of the most overlooked urban centers of the nation in terms of public higher education. The president of Cleveland State told me that less than two percent of the enrollment in Cleveland State is black. And this is in a city which is more than 35 percent black.

We are probably the most "open door" college in the nation. We have no admission standards other than a high school diploma or its equivalent, and "its equivalent" covers a multitude of possibilities.

When we found that we had many more applicants than room, we selected our students by lottery--by actually, literally, tumbling IBM cards in a great drum and drawing them out one by one. And yet, with all of this, we still are not really reaching the most difficult to reach potential students.

Now, the third step in bringing public higher education to the urban setting and making it meaningful, after we establish some institutions and put them at top priority in the states and then work hard to bring in students who otherwise would not attend, is the development of instructional methods and curriculum designs which serve the interests of these urban students.

From my earliest days here I have been in an ambivalent dilemma on this topic, and I can still offer no solution to this dilemma.

It seems axiomatic, at least we act as if it is axiomatic, that the standard higher education model is inappropriate for the urban setting. And there are those in this audience, I presume, and in our faculty and administration, I am sure, who believe that everything must be innovative and experimental and relevant if we are to succeed. But what does one do when one faces an all-black high school audience in the inner city, and in a question and answer period about the college, one hears as often as I did last autumn, students saying some of the following?

"You tell us that all the courses will have an urban emphasis as part of the innovative thrust of the institution. But that isn't true of other colleges, is it? We waited so long for our college that we want it to be a regular college."

"I have been living in the urban setting all of my life, and I know enough about it already. I want to know something about something else."

The liberal faculty that is automatically attracted to the urban setting will say to you, "We must throw out all the traditional, and if anything isn't innovative, we don't want it." However, if one listens to the students, it is difficult to retain a belief that everything must be relevant and innovative and experimental.

So, I believe that urban higher education must not entirely foresake the traditional, because there are urban students who want the traditional, and who seek traditional goals. They want to major in chemistry, and microbiology, and philosophy, and anthropology. They want to study Milton, and Shakespeare, and Beowulf, even.

They do not want to major only in urban affairs, or urban sociology or urban history, although it is easy to slip into thinking that they do. We would be short-changing our students if we did not provide all the traditional opportunities for them in the urban institution that we have so long been located downstate or upstate or somewhere in our traditional public higher education system.

Now there is no doubt in my mind that some urban specializations are appropriate innovations, an addition to the curriculum. And I would certainly think that this is almost as true of an institution not located in an urban place as it is in an inner city university, because most of the graduates of all the places of higher education in the nation are eventually going to live in cities. So here I simply pose a dilemma for you, and only recommend, at least from our experience at the college, a reasonable balance between the two.

The second topic I want to deal with may be so closely related to the first that it perhaps is not a separate topic at all. This is my impression of the educational interests of urban students.

My colleagues and I at the Federal City College in the Washington urban setting believe we have spotted two overriding interests of the students. But before I tell you what they are, permit me to tell you a little bit about the characteristics of this student body so that you will be able to interpret my statements about their interests a little better.

There are 2,000 students, 60 percent of whom are women. The typical state college or university would be 60 percent men. This illustrates the point I was making just a few moments ago about reaching the potential student who is hard to reach, i.e. the young male student who didn't finish high school. The high school graduating classes in Washington are also 60 percent women.

Although we do not keep records of race, we estimate that about 92 percent, or so, are black. They are not immediate high school graduates. Only 35 percent of them were in high school last year, and the average age of the first, or freshman class, is 21.

Sixty-five percent of our students indicate to us that they would not be in any college at all if our college had not opened.

They are almost all freshmen. Most are working, many full time. Quite a few are carrying a full academic load and working full time.

We are adopting a position of non-paternalistic counseling. Some people say we should forbid full time work and a full course load; that we should ask people what percentage of full time they are working and then work out a deal which adds to 100 percent. But there are some "200 %" people in our society, and it is not up to us to decide how much a man can do.

Although we will grant the A.A., B.A., and M.A. degrees, almost all of our students indicate that the bachelor's degree is their aspiration.

We didn't require any achievement or high school testing of any of our students, so we have tests on only those who also applied to other colleges, and we received a duplicate set of the scores. The scores are poor.

We think our students have two dominant interests in their quest for higher education. The first of these, and I believe it to be by far the strongest, is in the vocational value of their studies. Our students are very concerned that their class work result in a better job, and therefore a better life, at least economically. (I have given up the idea that having a better job means a better life necessarily, especially since I have been in this job.)

Billboards and television have been telling young people for years that finishing high school was important. But, they have learned that a high school graduate really does not get a much better job than someone without a high school diploma. This is especially true in the urban setting, and it is even more true of any minority group which continues to be discriminated against in employment.

So naturally our students ask the same questions of us: "If I spend three or four or six years working on a bachelor's degree, will I really be better off than if I do not?"

The jaundiced few, based on their experience with the credibility of this argument at the high school diploma level ask, "Will jobs really open to me?" Or put another way, "Would I really be prepared for a better job?"

Perhaps it is for this reason that the general field of business and business administration and all of the related subjects is by far the most popular among our students, because that is where the jobs are in the Washington area. Washington is a town of clerks in white collars.

One might say that I am indirectly implying by this thesis that the inner city student lacks an interest in learning for learning's sake. But as our wonderful academic vice president puts it, the idea of learning for learning's sake is not a natural trait of American youth. It is more of an acquired taste. Unlike Ted Williams, you are not a born hitter.

In the bucolic upper middle-class setting in which I was an undergraduate, along with one other person in the room, no one ever thought at all about what they were going to do after college. Everyone simply went to college because everyone goes to college.

But in the urban setting--and that is what we are here to learn about--at least from my experience, when you have statistics before you such as 64 percent of our students would not be in any college if we had not opened, you can reject the thought that students are going to college just for the sake of going because everyone goes to college. They are going to college for something very, very specific.

So our students seek a program which will prepare them for an advanced level of employment.

Now to the second dominant student interest--and this is our students' great, great quest--an understanding of their identity and an appreciation, both on their own part and on the part of others, of their history and culture.

In most of urban America, and certainly in our college, and hopefully in the institutions which should be attracting most of the really inner city population--this of course means black culture, black history, black identity--I am sure at least in East Los Angeles Junior College, in L.A. State--the students have great needs to meet similar issues as Mexican-American students. Indeed even in Oregon, there were special pressures on the university to have special programs in Scandinavian studies.

This drive of the student, the drive for the study of his own identity and culture, may be antithetical to the first to a certain extent. But, I know it is held by our students, and most of our students hold both of them. Some run 90% one way, and some the other way, but they all hold both of them. Probably the most useless course in a vocational sense might be a course in black history for many students. Especially if there is any discrimination in the employment situation afterwards.

In the inner city, higher education curriculum building faces this dilemma. The students are very, very interested in their identity and history and culture, but at the same time are very interested in seeing to it that their higher education program results in a specific job opportunity and a better one than they would have had otherwise.

I want to close now with a little discussion of another problem that I think is facing our nation in higher education, and certainly our college. It is the difficulty that we have in retaining an openness of expression and point of view.

The vast majority of our students reside in the inner city setting, which has long suffered from under-representation and under-financing. These students are members of a racial minority, similarly discriminated against. Therefore there are strong drives towards single-minded addressing of those issues without openness of inquiry which usually characterizes a public university.

Think, for a moment, how broadly this problem ranges over the world. Three hundred and fifty thousand Soviet troops are needed to keep Czechoslovakia from having deviation of thought. In our own country, in Chicago last month, very heavy-handed tactics seemed to be required to keep divergence of thought from being expressed. Universities may have more openness in freedom of thought than other elements of society. But their record is not void of evidence to the contrary.

As the issue of openness of thinking is debated at our college, I have often thought of some of the institutions in which I have previously served, where faculty members who hold even mildly conservative political positions on almost any issue, are viewed with skepticism by the liberal majority which always prevails in academic life. I would not be stretching the point to say that career advancement is adversely affected by the holding of political views not in keeping with the liberal majority.

Increasingly, colleges and universities are expected to do things rather than merely study issues. And our college is really expected to do things, not to study.

Perhaps openness of opinion and thought must be limited somewhat as the college moves into the action role. It is possible to study issues and retain respect and openness regarding a variety of conclusions resulting from study. But when the study is to be followed by a course of action, then one conclusion must be selected and the ability to recognize the propriety of differences in courses of action is reduced.

By its recently enacted land-grant status our college will be expected to be a doer within the city and therefore must select from among many choices and courses of action. It cannot remain neutral if it is to pitch into the solution of the inner city's problem. Doing this in the shadow of the Capitol is our college's greatest problem, and challenge.

It has been a pleasure to be here and talk with you.

THE UNIVERSITY IN NATIONAL URBAN LIFE

by
Robert C. Wood, Undersecretary
Department of Housing and
Urban Development

It is not in terms of the universities and the academic institutions that you represent, but it is in a spirit of reasonable relaxation and objectivity that I would like to talk to you a little bit this afternoon in two veins: First, to set the urban stage to give you a picture of where I think we are in trying to come to grips with urban America and its problems (and I will be a reasonable optimist in this regard). And secondly, to talk in general terms about the role of the university, about the role of adult education and continuing education, about the role in particular of the great public or state universities. It seems to me the state universities are going to take on this assignment inevitably, or if they do not, the assignment will not be executed. And in that second spirit you will forgive me if I am a little bit pessimistic as I sit and look out from where we have started and where we need to go in the academic community.

Let me talk a minute about where I think it is fair to say we are in urban America. And let me say that I think the quickest way to do that is to indicate that I think we are past stage one into stage two of this country's recognition of its urban problems and its determination to deal with them.

Pat Healy and I remember very well that it was only five years ago that you could have a debate among distinguished faculty members and distinguished campuses as to whether or not there was an urban problem. I remember colleagues of mine in MIT and the Harvard Joint Center arguing with great eloquence that cities were better than ever, and that compared to the conditions of the American city of 1900, or of 1890, or of 1870, the cities in 1950 and 1960 had a higher level of safety, housing and sanitation.

We can also remember that it has been only three years (last September 9) that this country decided to establish a Department of Housing and Urban Development. It is only three years since the first American President sent the first message to Congress that dealt with the American city instead of housing. The Christmas 1965 issue of Life Magazine was the first time any major publication in America chose to devote an entire publication and periodical to the problems of the American city. It was four months later before any national television or radio network undertook to do the same thing. It was in June 1966 that the first special Congressional inquiry on the problems of the cities was held. And it was in April of 1966 that the first new piece of legislation that had been addressed to the problems of the city in housing in a substantial way--the rent supplement bill--was funded by that overwhelming majority of one vote in the United States Senate.

Model cities at the time the Department was established was an idea, not a law. The only new housing subsidy of any major consequence that had been established was the so-called moderate income 221-D-3 Housing Act of 1962. We had gone literally without a new major contribution from 1949 to 1964 in the field of urban affairs. And we are going literally through a period of ten years in which production of housing for the poor had gone on at a solid, steady motion of 50,000 units a year.

The world has turned over a great deal in these periods. As we went through four summers of awakening, of violence, of pain, and of agony, this country has turned, I think, to lay the foundations of a major attack on housing and urban problems.

On August 1 the President signed the 1968 Housing and Urban Development Act, literally the largest act, in terms of money and programs, in housing and urban development that has ever been put on the books in this country. And we ponder at HUD today with some whimsy that the Second Session of the 90th Congress goes down in the history books of America as the most liberal urban-aid Congress that we have ever seen.

What the Urban Development Act does, and it is important to know it, is to establish for the first time a quantitative goal and a specific schedule for the production of housing for the poor and the community infrastructure that has to come with it. It says that this country will produce, in a ten year schedule, six million federally assisted housing units for poor and moderate income people. It will do that in a schedule of ten years, and page 277 of the Senate hearings lays out the number of units to be produced, the type of programs, and the schedule of activity that has to be carried out.

In brief, we doubled, on Monday, October 1, the production of public housing units last year from the year before. Before this year is out, on a calendar basis, we will triple the housing for the poor of all our programs. But by 1970, under the new act, we will have increased our production rate by a factor of ten. We will have produced, in that year, a number of units equal to all the units we have produced from 1949 to 1968. $5.2 billion of subsidies underlie that act in terms of authorization. $2.1 billion is now appropriated in this Congress to start it. And hopefully, we do not intend to let this Congress go home without adding a little bit more to it.

So one begins to see one of those classic adventures that this nation undertakes--the mobilization of resources, of industry, of effort, of manpower, to a national task.

The heart of the act is Section 235 and 236 of the so-called inter-subsidy provision which changes from underwriting mortgages to underwriting interest payments for people of limited income. And these two sections make it possible for a family of four making $3,642 a year to either own or rent a house that is decent and standard.

And the act goes forward into production, which means that by 1980, if this production schedule is maintained, there will no longer be a substandard unit in an American community. The commitment of that legislation is $60 billion strung out over 40 years of mortgage, but invested in the first ten years. And following along with this are a series of complementary structures that try to assure that not only will houses be built but the communities will be built.

We have, therefore, a new neighborhood development program--development in urban renewal--that for the first time takes us out of the game of having to ask a city to reserve an entire block of land and postpone an entire program for a number of years, but to go on the basis of a long, slow, and protracted process. The plain fact about urban renewal is that in 20 years the Federal Government has reserved $20 billion of specific projects for specific cities. The cities have been able to draw down $2 billion. And $5 billion have sat in the bank waiting for execution to go forward.

We changed the neighborhood development program this year. We allow a city to come in on an annual basis and say what it can do that year. We put up the money for that year. We ask it to go ahead, stressing rehabilitation of housing, stressing jobs for the poor, picking the worst neighborhood that one can deal with and upgrading it first.

In public housing, for the first time, the Secretary of HUD is allowed to declare a project obsolete. He is now given the power that the Secretary of Defense and the Administrator of NASA have had for years--to say that a weapons system or a space system has gone out of date and we can try it again. For the first time we are going to be able to close high-rises. For the first time we are providing tenant services. For the first time we can help educate people about the projects, how they are to be maintained and how they are to be used. And for the first time we recognize that there has to be some alternative to the cities of the present as a hundred million new urban Americans come to live in American communities by the year 2,000. Title IV of the act provides for federal debentures to support private activities in building genuine new communities, communities we hope will make Reston and Columbia, as attractive as they are, out of date as rapidly as we can.

This kind of effort, this kind of commitment, means, it seems to us, that the American nation has begun to move as it began to move in education after Sputnik, as it began to move in transportation after World War II, and as it began to move indeed in World War II in the national commitment. All the elements that go into a classic American adventure--money, technology, entrepreneurship, skills of science and skills of technology--are on board.

The issue that we see coming up now is not one of more programs, more money, and more legislation, but the capacity of this nation to exercise some character of quality control, some character of trained leadership and manpower to exercise our responsibilities. For though the American nation has a proud record of great, massive ventures, we have not yet been known for subtlety and sensitivity when we embark on some of our creations. We have not yet been known to produce engineering faculties as aware of second-order consequences of human beings as they should be. And it is this issue that I think represents the issue that we face now and will face for the next ten years ahead. I have said that it is the issue of quality control, of how you build communities, of how you preserve some kind of sense of community identity, some sense of a neighborhood. This is how the real task of American city building must begin to get laid out.

One of these elements of quality control is certainly how one assures that the people affected in the new American cities and the old ones to be restored are indeed brought to have some control, to have some say, to have some direction in their efforts.

We have learned a lot from OEO. We have learned a great deal from Model Cities. We will learn more. We are embarked on the great adventure of trying to decentralize, painfully and by fits and starts, massive accumulations of power to the local level. And I do not have to tell people engaged in education of the perils, the pain, the frustrations on bureaucracy, the shifts in style, the uncertainties in sovereignties that occur. But the issue is underway and I do not think it is debatable or will be debatable in the next ten years.

What is important in that issue is that one not mistake the devolution of power for the devolution of sovereignty; that one does not mistake the efforts of city hall to learn how to deal with the neighborhood as the creation of a separate presence; that one understand the need in a democracy to share power, and not to tear it one from another. Somewhere in this adventure of great city building in the new America, we will stand between the bosses of Tammany Hall and the barricades of Paris.

It is not only in Model Cities that we need to have citizens participate, but at the end they have to do something. Houses have to be built, jobs have to be found, people have to be trained. And it is finding that perilous point between developing the personality and the competence of the citizen, and overwhelming him with a set of decisions that he finally feels powerless to make, that we have to experiment with quality control.

We have a time bomb ticking in Title VIII of the act, because on January 1, 1969, 30 million units of housing go under the requirements of the Act, and discrimination will be forbidden. We sit today appealing to the Congress for the restoration of funds to begin that effort. But the Secretary is obliged by January 1 to have a program in effect, and the Secretary will have that program in effect. For unless we build low-cost housing in the suburbs at a rate five times as rapidly as we now build, we will only maintain the present concentration of black in the central city, and white in the suburbs. The Fair Housing Act guarantees to any citizen the right to live anywhere his pocketbook can put him. This is the second element of quality control, and it is going to have to be maintained.

The third element is that sometimes and somewhere people will have to evaluate these programs and people will have to find manpower for them. It is not money, it is not knowledge, it is not entrepreneurship, it is not the lack of labor, but it is a lack of trained manpower and the lack of know-how that beset our management of these programs today.

We have learned a great deal from our colleagues in HEW.

We have been supported by them in the Office of Education. Commissioner Howe and I have gone across this country on many programs many times. But we have not yet found a way to assure that supply of trained manpower.

HUD's Fellowship Program is two years old. We turn out 90 fellows a year at the time when the fastest-growing payroll in America is that of local government. When I came to my job as Undersecretary from MIT, I found that as a Professor at MIT I had four times as much basic research and development money at my disposal than I did as an Undersecretary. We now have $11 million in our present budget for research and development (that compares to the $17 billion of the total Federal research and development budget), but the manpower, the trained know-how and the building up of capital stock are key efforts that we have to undertake, and we are not going to be able to undertake them until our present generation grows up to put the people in the field to do the job.

It is going to be a challenge to adult education, and continuing education, to accomplish the retooling of the neurotic, uncertain and anxious housewife as well as the retooling of the man in an obsolete trade and make him a professional. That is going to be one of the great challenges we have. We have begun a technical assistance program. We have begun with our colleagues in education--and I hope Pat Healy will say more about it this afternoon--a first step in urban observatories in which we link together the college at the local level and city hall, and we think that will begin to make some difference, but basically we are just tip-toeing into the period of meeting education, manpower and know-how needs. But most of all in the years that lie ahead, we are going to require the honesty that has been the hallmark of the university, for the programs will have to be evaluated, men will have to make judgments, changes will have to occur, and proud men and old timers and veterans such as Mr. Healy and myself will find our defenses up. We find that it is more and more difficult to teach old dogs new tricks, and for us to change gracefully, but the timely, effective evaluation of what we are about is, I think, the crying need that a university can meet.

It is here that I close on some notes of pessimism. At the present time, I do not believe the American university has begun to address itself to this priority. And I do not believe that we have begun to apply the resources and the emphasis that we have to apply. I will be persuaded that my old colleagues at MIT mean this when I get a chair in urban affairs or see one developed in the Department, instead of the next chair being in DNA in biology.

I will be persuaded that most universities mean business, not when a president comes and says, "We will give you a free hunting license to the Ford Foundation, and let you set up what you want to," but when the universities provide, out of the private resources of the Board of Trustees themselves, the resources that let you get started.

And I will be persuaded that we have begun to take our young on this challenging course of city building when we begin to let them try, in practical experiments in city halls across the country and in slum neighborhoods, their own hands at this. We have not yet gotten to that stage. We have not yet even gotten to the stage of recognizing the critical need for the inner change of specialists and specialties which is a fundamental prerequisite to effective action of any sort.

The Model Cities Program was an experimental program and it remains a demonstration program. We chose to take not every city in America, but only 70 to begin with and then another 70, and to try the experiment to see if we could restore entire blighted neighborhoods twice as rapidly as we had done in Urban Renewal by using social and physical planning, using every one of the 238 categorical aids that the Federal Government could provide and could deliver at one time in response to a local plan. We now come to the moment of truth in that program. Citizens have met, and plans have been formulated and city halls have lived an uneasy alliance with the neighborhood groups. The plans are beginning to come out. What that plan predicated was that the city hall and the school board could sit down together; that ancient autonomous organizations in education, health and welfare (at state, federal and local levels) could somehow learn to break out of their insular professional activities and work together; that a highway engineer would be able to have a cost-benefit analysis that finally would calculate some of the pain of tearing a neighborhood apart; that an educator could agree that not only do better schools make better communities but that better communities sometimes make better schools; and that indeed all of us would find effective ways of working together.

This is the issue that that program now faces in the first 70 cities who are putting in their programs. And if the universities of this country which train these specialists delight and continue in their ways of splendid isolation, the programs will fail, and so will those that follow. For we deal with the American city, with the most complicated system that we have ever devised as a man-made artifact. We deal with it at times in which the problems are terrifying.

And the second order consequences--the brick through a window, the accordion accident on the highway, the one broken switch that plunges the Northeast Corridor into blackness--all of these are the elements that we have to command. We have to command them and at the same time remain free. This is a challenge which cannot succeed unless one finds what the university has always provided, to wit: reason, respect for the facts, a disdain for the antidote, suspicion of the phrase that says "all history proves," a rejection of the case study, a belief that scholarship is more important than intellectualism, and finally, a willingness to live by the rules of one's own knowledge, to impart it to the next generation, and to expect them to do better.

WHAT OUR CITIES NEED: A PANEL DISCUSSION

Moderated by
Patrick Healy, Executive Director
National League of Cities

MR. HEALY: We at the National League of Cities, as of June 30, 1968, have entered into a contract to undertake to establish a network of six local urban research centers which will be a co-operative venture in each locality between the City Hall and a university, or possibly a consortium of universities. This is a pilot project and a pilot network.

We have Dr. York Wilburn of Indiana University as the supervisor of the project. York Wilburn will be part time, but under him, full time, is Dr. John Hunger, who will be the project director.

They are now in the process of analyzing the replies we have received to a letter I have sent to the mayors of about 115 cities. That is, we arbitrarily drew the population lines and we chose the central cities, except New York, Chicago and Los Angeles, in each Standard Statistical Metropolitan Area of more than 250,000 in the country, and there are about 111 of them. We felt that for this little first step, this little pilot project with a total of $100,000 of federal funds available to be divided among six centers, that you couldn't do much in New York City, Chicago or Los Angeles. They have such peculiar problems of their own that might not relate to the other five centers in this first go-round, that we didn't invite them to indicate whether they were interested.

We did invite the other 111, as I say, and we have received about 55 very enthusiastic affirmative responses from mayors who want their cities to be considered seriously for designation as one of these first six.

Half of the federal money, that is about $50,000, will be a HUD research grant. The other half will be Title I money which has to come through the state plan in each state that is involved, and has to be matched, of course, locally by the university, by the state or both, with another $50,000. So it will be about a $150,000 project for each of these six centers.

This whole concept, I should say immediately, was the brainchild of Bob Wood. He happened to outline the idea at a conference back at Washington University in St. Louis, in 1962.

in a paper that finally was published, I believe, in 1964.

We had as President of the National League of Cities that year a mayor who, among his other qualifications, reads books, Mayor Henry Maier, of Milwaukee. He happened to read this book and called me, all excited, one day. He had read this paper of Bob Wood's and wanted to know if I had read it. I hadn't. He wanted me to get hold of Bob Wood, who was then at MIT, and come down to Washington and have dinner at my house, which I did, and then, of course, I had to read the book and the paper.

It was this concept of an urban observatory network which would directly tie in as an arm the local research center network, established by the university, of city hall, i.e. the mayor's office. And all the centers would be engaged in a common national agenda of research, by getting the local center directors and the mayors together to determine first of all what they think their problems are that need to be studied.

And the studies can be done simultaneously in all the centers. The data can be fed into the network center, which will be our office in this case, and then correlated and fed back as useful, practical, hard information that the mayors and city councils can base their decisions on. It is a fact finding exercise that should be most useful to the decision-makers in our city governments.

From the mayors' standpoint this kind of thing is, we think, very badly needed. We will hear more about that, I would hope, from the first two panelists, along with other needs which they will identify.

So, without taking further time, I will introduce the first panelist, Dr. Timothy W. Costello, who is Deputy Mayor and City Administrator of New York City.

DR. COSTELLO: I would like briefly to try to make three points. I want to express a point of view; I want to summarize a way of thinking about city needs; and then I would like to describe as successfully as I can what one city is doing to respond in the relevant area, the university-city relationship, to those needs.

And to express my point of view, I am going to take a text from a talk given by Galbraith to the New York City Club which impressed me a great deal. I think it contains a message for all who work in the cities, whether they work in city governments or as members of the major institutions whose existence is in some urban center.

Galbraith made a comparison between the old ancient cities, and the modern cities that have grown up after the industrial revolution. I don't know how accurate he is historically, but I think the concept is a good one and doesn't have to be justified by its historical accuracy.

He points out that the ancient cities, the older cities, grew up as projections of the family--the ruling force in the city. And the city was conceived of as a place where all of that retinue could be suitably accommodated. It was seen as an organic whole, and decisions were made on the basis of what was needed for all of the members of that family.

With the industrial revolution, however, that centralized organic point of view about cities was pushed into the background, and decision-making about growth in cities was highly decentralized. So that, beginning with the industrial revolution particularly, decisions about what would happen in the city were made against the criterion in the first instance of what it would be profitable to do.

For example, if someone was debating about whether or not a factory would be located along a stream, which it might pollute, if it could be done profitably, it was done. Where would a building be located, a skyscraper, an office building, or any other building? It could be located here, there or elsewhere so long as it could be done profitably.

The other institutions in our society--the universities, the churches, synagogues and the labor unions--fell into the pattern. And pretty soon we had cities growing around decisions that were based upon other institutional criteria rather than upon what was good for the entire urban family.

Galbraith made the point that unless we return to the organic concept and see that a city must grow in relation to the needs of all the members of its family, we will not succeed in solving urban problems.

This meant to me--and I speak with a somewhat inaccurate reference--that the other institutions who thrive in urban centers must get used to the fact that in order to accommodate their own specific mission, they have to pay opportunity costs. It is no longer justifiable in New York City for a business, an entity in the private sector, to justify its existence solely on the dividends it can render to its stockholders. The opportunity of making a profit can only be given to someone who also demonstrates how his activity is related to the needs of other members of the family.

Universities located in large urban centers are being asked to do the same thing. It is no longer proper for the wonderful City University of New York City to pride itself on awarding more Ph.D's than any college in the country. No longer can it justify its existence by educating only the white intellectual elite in our society--as worthwhile as that might be--please don't let me downgrade it. But in order to be allowed to pursue that very important goal, it must demonstrate how its resources are related to the needs of members of the urban family other than those usually accommodated.

Churches also. We are delighted that they are interested in saving our souls. But in order to be given the opportunity of saving our souls, they have to demonstrate how what they are doing is related to housing needs and educational needs.

And trade unions as well. No longer do I accept from a union leader the fact that his job is to protect the economic interests of his members. He hasn't any right to do that, unless as he does it, he solves a broader array of urban problems.

I am going to say to you that among those four institutional forces in our society, there are two that have already begun to respond, and two that are dragging their feet. And I would like you to guess, speculatively first, which are which? And those that you would probably expect to be most reactionary are not reactionary. It is the private sector and the religious sector in our society which are moving. The trade unions and the universities are sticking to their old ways of doing things. Until we begin to accept the responsibility of paying opportunity costs for carrying out our own mission in an urban society, cities are not going to be very happy, and nor will churches, universities, businesses and labor unions be usefully productive.

Point two. Elsewhere I have attempted to describe what I consider to be the basic needs of cities. Not so much more housing, better schools, cleaner streets--all of us know this. But there are certain underlying conditions that we have to change if we are going to move forward. They won't be new to you at all, but let me run down the list very quickly.

It is obvious to all of us that we need more federal money; federal money that is not necessarily funded through the state; federal money that is not restricted in such ways as to make it practically unuseable. I don't think we have begun to think of the order of magnitude of the money needed to solve urban problems.

We need a different kind of federal legislation, not only money. But we need legislation that does not provide a straitjacket for all of the cities. Many of the federal laws are written as if the problems of Los Angeles were exactly the same as the problems of New York City, as though the problems of Dayton, Ohio or Gary, Indiana were exactly the same as Syracuse, New York. And to attempt to carry out legislation that is standardized and assumes the powers of the mayors in all of these cities are equal, is, of course, a big mistake.

A third need of the cities that is gradually evolving, and I don't know what can be done to hasten it, is that while we are changing the establishment and shifting power, mayors find it extremely difficult to effect changes in communities because we have not yet regrown a new power elite. The power structure in New York City is changing hands, but the local communities to whom we are attempting to give this power have not yet developed their own leadership. Until there is a stable power structure through which the mayors can work, we are going to be in difficulty.

The difficulty in Ocean Hill where we are having an explosive school situation, is partly dependent upon the fact that the newly empowered community has not yet had an opportunity to develop powerful leaders who are able to effect change in that community, and as Secretary Wood pointed out, who are able to accept shared power without requiring total power.

Cities are also beset by the fact that they have a set of civil service laws which make it impossible to attract new talent, or indeed to motivate effectively the talent that exists there now. Whether because of the outmoded concept that you can predict performance by civil service exams, or that rewards in the system can come about through collective bargaining, it is no longer possible in large cities for the management either to select personnel on the basis of performance or to motivate that personnel by manipulating the reward system properly.

And still an additional, underlying, basic need of the cities, is that their resource base does not correspond with their service base. The resource base in New York City is limited to eight million people who live there, but we service sixteen million people. There are literally a hundred communities around

New York City in which some eight million people live whose happiness and economic achievement are dependent upon the presence of New York and their access to New York. We have no capacity to motivate their behavior, and only limited capacity to tax their resources.

These, of course, are conditions that universities, per se, do not have a great deal to do with. I had occasion recently to talk to a good number of university groups, and I have been suggesting to them that they have a double responsibility. One, to work in relation to cities through their academic community. But in addition, to assume a much more active role in lobbying for the kind of legislation that would provide the conditions that I have attempted to describe here.

For example, the recent cutback in Medicaid in Washington, and the recent quota for welfare children that was made part of the Social Security Act, are both pieces of legislation that affect in an important way the capacity of universities to contribute some of their talent to the cities. And there were few university people who felt it important to step out of their cap and gown and to speak out, to lobby for legislation that is very important to the large cities of our country.

I don't want to focus on that today. I am interested, rather, in focusing on how you can, in your academic role, relate to the cities. What are the needs of cities from your point of view? We need more of your resources. We need more of your manpower. We need more of what Secretary Wood spoke of as your objectivity. We need more of your spirit, your capacity to innovate, to imagine, to be ungripped by past performance. We in New York City have found that it is possible to get response from universities.

I want now to move into the third main point I want to make, and that is to describe what we are doing to relate city hall more effectively to universities in the city.

During the past three years we have been able to take the federal work study program and convert it into what we call our Urban Corps. As a result of that, some 2,500 college students, ranging from juniors on up through PhD candidates, have spent a summer working in some city department--not on a routine job, not on a job that ordinarily would be done by somebody else, but on a project created especially for those students. These students have been recruited from more than 100 universities across the country, and very shortly one of the major foundations will be announcing a sizeable grant to nationalize this Urban Corps. We will be speaking to the mayors of some ten cities to see whether we can't gain their agreement to use the work study program in relation to the universities that surround their communities so that we can begin to recruit young college students into city government, so that we can give them lessons in civics, if you will, so that we can, through city operations, give them a chance to try out some of their vocational aspirations. We feel this is one way through which we can share your resources without taxing your monies. But we are going further than that.

We are delighted with Mr. Healy's National League of Cities' urban observatories. We are a little bit unhappy that New York City has been excluded, but we can understand it. New York City usually swallows everything when it gets into something. And with a new concept being tried out, it is perhaps better that it be tried out in a way that doesn't threaten such swallowing. But paralleling that effort, we have received under Title I of the Higher Education Act of 1965, from New York State's Department of Education, a sum of $50,000 for the purpose of testing out the best ways to increase the level of interaction between city bureaucrats and university bureaucrats, if I can put it that way. No one knows how to mesh these two institutional forces.

I think city government needs a great deal of preparation in order to best use the talent that exists in universities. And I think university people themselves have to understand the nature of the political game in order to make themselves most useful. We don't know how to do it, but we are fortunate, having some money to test out some programs of interaction.

A couple of months ago in a discussion of this sort, Russ Acoff and Wes Churchman suggested that they know of a research on the question of how research is implemented, which suggests that the only factor that predicted whether or not a particular research finding will be implemented is whether or not the researcher is a friend of the implementers. In this vein, I have been suggesting that maybe the best way of relating universities to city people is to promote a series of lunches so that we can get to know each other, so that I know your phone number and you know mine. When you are looking for some research data, when you are looking for a social or physical lab to make available to one of your students, PhD or otherwise, you ought to be able to call someone up who can ease the path. When I want to be brought up to date on the best research that is being done in a particular area, or perhaps to suggest a research design, I ought to know someone whom I can call on for this kind of assistance.

The point I am making is that we really don't know very much about the processes of blending people from different institutional cultures. I have tried it. I have tried to bring businessmen into New York City and found they don't understand the delay. They don't understand the fact that a commissioner is not primarily interested in cutting his budget. He is primarily interested in expanding his budget.

I have tried to bring university people into the city and I find that they don't understand that sometimes the most rational decision is not a decision that an elected mayor can afford to make. They don't understand that the mayor's primary goal, of course, is to enhance his opportunities for being reelected, while maintaining as many additional options open to him as possible. So this whole question of meshing university people with city people has got to be explored. And I think the National League of Cities, and we in New York City, are attempting to do this.

Last summer we developed a program that we entitled "Professors in Public Agencies." We found money to fund a summer in New York for some five professors. We had no tasks for them. We expected no product. We carefully prepared the department to receive the professor, gaining him entree to crucial people in the department, and together they worked out something that the professor would find useful for him to do. Our theory was that the department would benefit from this, but so would the professor. Some of each would brush off on the other. Currently we are developing a program with six colleges to provide an internship experience for college students for which they will be given credit in their own universities.

The point I am making is the same point that has been emphasized throughout the morning session--the needs of the city are many and complex. You have much that we need. Together we have to learn how to develop forces that will make meeting these complex needs possible.

I recently set up an office devoted entirely to university relationships in the Office of City Administrator. The growth of this new office was stimulated by a series of campus cabinet meetings that Mayor Lindsay sponsored. As a result of a coffee session, at Gracie Mansion, with presidents of our seven PhD-granting universities, we decided that universities in New York City were one of our principal growth industries. They were going to build more than any other industry. They were going to hire more people than any other industry. And ultimately they were going to provide more people to run the city than anybody else. And it was important for us to get to know each other better.

So, over the past year, on Friday mornings, the Mayor's eight o'clock cabinet meeting has been held on the campus of each of seven universities. The president in each case was invited to present his program of urban action. Members of the faculty were allowed to tune in on some of the things concerning city commissioners. Our hope was that this would be the beginning of the kind of contact I've talked about. As a result of these efforts, we have set up a kind of consortium of these seven universities. Each of the presidents has designated a liaison person who meets regularly with members of the city government to begin to design better ways of interacting.

There is so much that the university has that we need. We need that gymnasium in the summertime, and the classrooms. We need the universities to discover, as Columbia until recently had not discovered, that it is just as important to feel part of the urban community as it is to feel part of the ivy league.

MR. HEALY: Thank you, Dr. Costello. Our next speaker is the honorable Frank Bosh, Mayor of Cedar Rapids, Iowa.

MAYOR BOSH: I might preface my remarks by saying Cedar Rapids is a city of about 100,000 to 110,000 people. Iowa is an agricultural area, but Cedar Rapids happens to be quite industrial. We have a minority of non-whites of approximately one percent. We have not had much of an unemployment problem--around the one or two percent unemployment, even when the national average goes to 6 or 7 percent.

If you were to ask the mayors and city managers of the cities and towns of this country what their biggest problem is, they would probably reply, "lack of money." They will tell you they need new sources of revenue, new tax sharing plans, new state financial aids, and a myriad of other financial panaceas. Money is a problem for cities and towns, and the administrators are always looking for new ways to get better use of the tax dollars. Historically the municipality has the responsibility to provide basic services such as police and fire protection, streets, safe drinking water, garbage collection, and related services.

As our urban society becomes more complex, municipalities are now asked to provide services which in the past were considered functions of county government, welfare departments, community service organizations, and/or the state government. On the surface, more money appears to be the answer to all the city's problems, but is it possible some of these problems are only problems because of the lack of knowledge of the subject and of the best method to solve the so-called problem?

In today's society, municipal administrators and employees must have a broader knowledge of and the ability to relate to the total needs of the community. Mayors, councilmen, city planners, engineers, firemen, policemen, and yes, even the laborer in the street, are faced with challenges they have never had to face before.

The question then becomes, what can be done to help the individual who is involved in public or quasi-public service or employment. In a broader sense, what do our cities need to be effective in this rapidly changing society?

The cities need help from the institutions of higher education. This help can be in many forms. Put simply, the universities and colleges have the resources to help the people in public service to do a better job; yes, even to make their jobs easier and possibly more productive.

I will not attempt to determine whether the educational institutions can fulfill the needs. This must be determined by the intellectual resources and expertise of the university people. The university and college people must develop programs, must keep their feet on the ground, be practical, and avoid delving into the theoretical. The cities need practical answers to the day by day problems they face, not nice-sounding but untried theories. If you should come up with an idea that might work, but as yet is untried, tell us that it is untried, tell us that it is experimental. Find out if the city is willing to experiment with you. Chances are the city will be more cooperative than you expected.

Here are some of the areas you might consider providing help in. A word of caution is pertinent at this point. Each state has different laws. Each city and town has a different personality. What I suggest here may or may not work in any given area. Let's go through these suggestions anyhow.

You of the institutions of higher education should provide credit or non-credit courses, in-service training programs, conferences, institutes and workshops, designed to improve the skills, knowledge, understanding and competence of local government officials, welfare agency officials, community service personnel, and government employees such as police officers, firemen, planning officials, building and housing inspectors, urban renewal officials, water and sewer plant operators, data processing operators, parks and recreational personnel, personnel managers, clerical help, and others.

In addition, programs to enhance public understanding of municipal affairs, and programs to stimulate citizen involvement in government are needed and could be provided.

Every municipality has employees that are limited in their education, but have potential that is untapped. This potential needs to be developed. This can be developed by providing the opportunity and the stimulation to further their education. In planning courses, care should be taken to direct these courses at the middle and lower management person so that the potential that is backed with experience may be developed to its fullest.

Let's use an example, a course in supervisory practices. This type of course can apply to the department head as well as to the crew leader on a street repair gang. If this crew leader can better lead or manage his crew, then his efficiency will increase as well as his opportunities for advancement.

Specifically, what is needed are courses for the assistant superintendents, foremen, straw bosses. We can use workshops or short courses for instrument men, rod men, and mapping personnel on survey crews. Short courses on inspection, sewer maintenance, on street construction, cement and concrete construction are needed. Courses to improve technical skills in everything from the forestry department to the fire department would be useful. Short courses in lower management and labor relations would be equally important. We need courses in race relations, public relations, inter-organizational relations.

The cities need your help to teach the under-educated and under-privileged to understand how government works at all levels, what government's responsibilities are, and what the responsibilities of citizenship entail. Too often good programs fail due to lack of understanding on the part of the people affected. I see the need for refresher courses in urban planning, the administration of the plan, for the esthetic quality of the community plan.

I see the need for courses for newly elected mayors and councilmen which could give them a broader perspective of the legal and practical framework within which the city must operate. These courses should point out the role of city government in our changing urban society.

We need short courses in assessment practices as they relate to public relations, construction components and depreciation. We need conferences on school-municipal relations to attain a better understanding of each other's problems, and how to better work together for the development of our communities.

I would like to see your political science or public affairs department publish a handbook of operational procedures for city and school officials. The information contained in the manual would cover operational procedures on such varied subjects as swearing-in ceremonies, bond issues, referendums, public hearings, elections, appointments, civil service procedures, and other items of operational activity.

It may also be of interest to know some of the programs that are already operational in Iowa: a clinic for administration of facilities for the elderly; a program to inform local officials about school building programs and how to present these matters to the public; a program for parents of mentally retarded children; a program to teach union members the principles and responsibilities of organization of community leadership; a new touring approach, to bring community theatre and amateur art shows to communities that lack these amenities; an overview program to give local volunteer and professional welfare people some in-depth perception of the whole field of welfare needs; elementary leadership and management training for people who serve as elected or appointed officers in volunteer community organizations. These are just some of the programs already operating under Title I in Iowa.

You have heard me say short courses, workshops, et cetera. I'm not sure that you have considered where these would be held. In your planning, please try to take the education to the people. In smaller towns, the marshall may be the only policeman. Besides being a policeman he may be responsible for the water purification plant, and the publicly owned electric utility. It is very difficult to send this kind of employee to a university or college for a short course unless the institution is within commuting distance. The school board member may not be able to leave his business or profession for a daytime class presented locally, but may be eager and willing to attend night classes.

The cities and institutions are faced with a two-way problem. The academic community has tended to be theoretical and ivory towerish in its approach to the problems of the marketplace, townhall and the slum. On the other hand, the rank and file of the people who have not had the advantage of college training have not exactly fallen over themselves to snatch such pearls of wisdom as the university people have offered.

Park Rinard, the Executive Director of the Iowa League of Municipalities, said in an address in Des Moines, "In the glow of the fire bombs, with the evidence of the tragic consequences of grinding poverty amid a land of plenty, it should be clear to all thinking people that our free society is in imminent danger of falling apart at the seams at the community level, and we desperately need our best intellectual material and resources to help us rediscover our sense of purpose as a civilized people and to activate us to the great task of restructuring our society in its intended image, so that it will survive and deserve to survive. Never in our history was there greater need for the direct application of the intellectual and technological resources of our resources of higher learning to community problems and concerns of an uneasy people."

So much for the past and its failures. There has been an awakening, on the part of many people, of enlightenment and good will to the needy, and a new determination to do something about it.

The Title I program of the Higher Education Act of 1965 offers us a unique opportunity to do something about bringing our universities closer together in a common cause of creating a better society.

In closing, let me say the opportunity is here. The need for cities and institutions of higher education to work together is obvious. The challenge is to produce a workable program that will give effective results. The kind of urban society we have in the future may well depend on the action produced as a result of this seminar.

MR. HEALY: Our final panelist is Dr. George Arnstein, Deputy

Director for Private Organizations on the President's Council on Youth Opportunity.

DR. ARNSTEIN: I am delighted to be here, even though I am an imposter. I can't speak for the cities except as one removed, because for the past year the President's Council on Youth Opportunity has had a hand in funding youth coordinators on the Staffs of the mayors of the fifty largest cities in the United States.

I want to give you an idea of what it is that we have been up to and what we have tried to abstract from the experiences of the past year. About all I can plead is that I have had very short notice, having been asked to appear on this panel only moments ago. I can make only limited recommendations, therefore, and the most important one has already been given by Mayor Bosh, that is, that the cities need more money.

What the cities need above all is more money. They may need more law and order. I am not prepared to discuss that. I am also not prepared to discuss whether or not the universities ought to work harder at developing a synthetic banana peel.

What we do need and what we have learned is that we need something to fill "the empty quarter," by which I refer to the summer. Whether our schools are the best educational agencies possible or not is a debatable point. The fact remains that they do operate from Labor Day through Memorial Day, and they do provide educational services and also custodial care for our young people. During June, July and August, in effect there is nothing to take their place, and this is what we have been trying to work on. This is a major problem for the cities. Here are young people, especially those whose parents cannot afford to send them off to camp, to the seashore or to a family vacation. In some cases there is no family. Here in this empty quarter of the year, which somehow or other should be filled, is where we have been successful in stimulating a variety of programs. This is also one of the areas where the universities can play a role.

Dr. Costello referred to the fact that the universities can, for example, make their gymnasiums available during the summer. I am happy to note, and you will be happy to know, that there are many universities and colleges that did precisely that. I happened to go out to Ohio State University. It has a very impressive program operated by the athletic department, largely with funds derived from ticket sales because the persons involved didn't dare divert state appropriated funds for this program which is not specifically authorized by the state legislature. This gives you an idea of what some of the other problems are and which gets us back into the complexities and overlapping jurisdictions that the other two speakers have already mentioned.

We called in, about a month ago, five of our city youth coordinators and asked them to spend a whole day with us and tell us some of the things that were on their minds. They came up with two major items, one of which we fully expected, and the other of which took us by surprise.

The surprising item was the effectiveness of the communications coordinator, usually a local advertising man who formed a committee to handle public information, public relations, and publicity for the summer program, with emphasis on sports figures, athletic clinics and entertainment.

At the national level the Vice President--Hubert Humphrey is chairman of the President's Council on Youth Opportunity and thus my boss--arranged for a national communications coordinator, Dan Seymour, to lend a helping hand. In cooperation with the national organizations of the Madison Avenue type he got 50 local communications coordinators in 50 cities into the act. They provided leadership and probably diverted talent from their own agencies. We now have feedback that they were very helpful, that the communications aspects were an important contribution to whatever success we managed to achieve in the largest American cities.

The other major item, the one we expected, is that transportation is an almost incurable problem. Transportation is what keeps youngsters from getting jobs, because the jobs may be in one place and the young people may be in another place, and they have no effective way of getting there. We are talking of 16 or 17 year olds who cannot get driver's licenses in most states. We are talking of young people who are poor and can't afford automobiles and insurance even if they have a driver's license. And of course, it is also an adult problem because we have many adult illiterates and marginal illiterates who either should not or do not hold driver's licenses.

Transportation is also a problem in terms of getting youngsters into day camp, summer camp and recreation areas, because, not too surprisingly, the recreation areas often are not where the inner city youngsters are, and the inner city youngsters need it worse than the suburban youngsters whose parents are more likely to be able to send them on vacation or to camp.

Transportation is so enormous a problem that obviously we need a more rational approach. The universities can provide information, and here I have jotted down such things as the systems approach. And here I would like to note that the university unfortunately--maybe fortunately--has followed the federal lead, rather than setting its own priorities.

When the federal government passed the Land-Grant Act and various other acts designed to provide funds for research in agriculture and in non-urban America, the universities fell to it with enthusiasm and with excellent results, as several people have pointed out. This also means that the incidence of these research results today may no longer fall where they are most needed.

The same thing is true with defense research. The defense research and development budget is enormous. The universities have committed some of their best talents to this. This is where the fellowships are. This is where the incentives are. And thus the universities have tended to concentrate their efforts in this area.

There is, relatively speaking, an absence of urban research funds and thus there is little urban research, and educational research. One of the advantages of having had short notice for this presentation is that I didn't have to do any research, and I don't have many facts or data. I don't have to plague you with statistics.

I do happen to remember that HUD has about ten to eleven million dollars--and Secretary Robert Wood mentioned this during his luncheon speech. He verified the figure of $11 million for urban research. I don't recall the figure for educational research, which has grown enormously over the past decade.

I would like to remind you that as recently as 1958, the federal government for the first time passed the Cooperative Research Act and thus in effect started the federal influence on educationa~~l~~ research.

Anyway, it is safe to assert that the funds are very, very low when we compare them to the defense effort, to the National Science Foundation, and, of course, there may be a reference to the $196 million Agriculture devoted to educational activity, and again, I thank Dr. Colmen for providing that piece of information.

Joe Colmen also mentioned this morning the fragmentation by discipline, which is not only peculiar to the university, but applies to research and demonstration projects which also tend to be fragmented to reflect the departmental structure of the federal government.

Even though Mr. Healy has just given us an example of a joint effort funded by the Office of Education and the Department of Housing and Urban Development, this example, I am tempted to say, "proves the rule." I'm not sure that it does--but research and demonstration funds and so many of our funds tend to follow departmental lines, whether at the federal level or at the university level. And the cities are the ones who thus are driven to the point where they fail to know how to find their way through the jungle.

There have been two or three different guides published in recent years designed to guide mayors and city managers to the availability of federal funds, and I'm thinking particularly of the pioneer catalog of federal programs put out by the Office of Economic Opportunity. The Vice President has also put out a similar guide, newly revised, and released about three or four months ago.

But the fact remains that there are some cities that maintain full-time representatives in Washington whose mission, admittedly or otherwise, is to provide a guide through the federal jungle and to make sure that their city gets its proper or possibly improper share of the available federal funds, effort, resources, and demonstration projects.

I think something should also be said about the need for political solutions. There is a lack of information, and there is a need for federal reform and better federal legislation which has been mentioned by various people. To use an example, the 50 state employment services which are operated by the states but funded by the federal government were an enormous step forward in the early days of the 30's, during the days of the New Deal, when we didn't have a publicly operated, non-fee-charging employment service. Today, with the kind of mobility we have, and with the kind of metropolitan areas, the time has probably come when this should be overhauled. But the state employment service is an enormous enterprise which has its built-in constituency and thus it is not easy to effectuate the kind of nation-wide network that is obviously needed.

We are short on educational sensitivity. Back in the early 1940's, for example, a book was published called Education for All American Youth, in which a respectable body of educators said in effect we are now reaching all Americans and we are providing educational opportunities for all. This was done in good faith and this was a major milestone in American education.

Today, when we look at something like Title I of the Elementary and Secondary Education Act, we have come a long way in our realization that educational opportunity has not been equal, is not equal, and has a long way to go, even with the help of Title I, before it even approximates equality.

But this is, again, a measure of a certain lack of sensitivity which has been part of our tradition. It is built of our successes, which sometimes cause us to overestimate how much progress we have made.

My time is about up. I would like to leave two sobering thoughts.

The first one is this notion of rational acts. Not all decisions are rational. Dr. Costello happened to refer to that--an elected mayor is not always free to make rational decisions, because sometimes he has to make political decisions. But it is also a little bit--and we seem to be full of land-grant and agricultural extension examples today--like the farmer who told the county extension agent, who offered to show him how to farm better, that he did not farm now even nearly as well as he knew how. And this is part of the problem, that not all our decisions are rational.

The other thought is that we keep talking about the systems approach. I just mentioned it. I'm in favor of it. But the systems approach is not a cure-all. For example, we have some of our most scientifically inclined companies involved in the planning of the so-called Metroliners, the high-speed urban transportation link between New York and Washington. What you may have caught buried in a news story is that half of the propulsion units were made by Westinghouse and the other half were made by General Electric. But the two sets of propulsion units cannot be linked together because they are mismatched. The electrical wiring somehow or other does not link up.

If in dealing with equipment--and after all, electricity has been around for some time--we cannot yet solve this kind of articulation, think of how much more difficult it is when we talk about relationships between school boards, which have been traditionally non-political, or allegedly non-political and autonomous, and elected boards of supervisors, which are admittedly more political. If we have trouble with our physical linkages, think how much more difficult it is to deal with the human linkages.

These human linkages typically represent vested interests. And one of these vested interests is in the higher education community which also does not find it as easy as all that to change.

I am delighted to know--and for the past year I have been dealing with the private sector and voluntary organizations--that Dr. Costello has found that the religious organizations and the private sector have begun to move. Apparently he finds that the universities and the trade unions are less tractable or less changeable. I am eager to compare notes with him at the conclusion of this panel.

TAKING ACTION IN THE CITY: A PANEL DISCUSSION

Moderated by
Dr. John B. Ervin, Dean
School of Continuing Education
Washington University
St. Louis, Missouri

DR. ERVIN: I'm really a little apprehensive about being here, but glad now that I am, because as I sat in this program all day I decided that you really needed a little color--and I'm glad that we were able to add a little color this afternoon to the program.

I remember my first trip here was about four years ago for the NUEA meeting to discuss the first contract with Head Start. As I sat in that meeting I became very much disturbed that universities were talking about helping to remake the image of little black and brown and red and other kinds of boys and girls, and there was nobody black in that meeting.

I finally said to these guys, "You know, you're the wrong people to be involved in this kind of venture, because I would wager that not only are there no black people here, there probably are not any in your structure back home where you're trying to deal with something you don't know anything about."

And as I look at what we are dealing with here--we talk about urban problems--in most instances you could take out urban and put in black. In most instances we are talking about a black problem, because this is what has made it really a problem for us in America.

I would venture to say that all the talking we're doing about the involvement of the university ain't really going to make a tinker's damn, unless the universities themselves, to pick up Paul Delker's words, get a different kind of commitment.

You know, white folks have led everything for so long, it is going to get them into trouble. I was just reading in Malcolm X's autobiography about something he used to do back in Michigan, at Halloween. Youngsters used to push over outhouses. They would sneak up behind these things and then push them over. Well, some character wanted to get back at these guys, so he went out the day before Halloween and moved his outhouse in front of hole. As Malcolm tells it, those white boys who were always leading, really got it. I don't know what that says to you white folks, but it says something to me.

I'm serious. I think this is a very serious problem. I was talking with Chuck Willy from Syracuse at Miami in July, and he was saying that the common complaint is that we can't find black people. We will hire one if we can find a qualified one. And he said, do you know what I say to my people at Syracuse? "If you give me the option to find a black man who will fall within the continuum that you use for all your other people, you know, from stupid to brilliant, I'll find you a black man for every position you've got."

I think this says something, too. If you use the same kinds of options and stop looking for the super Negro, the instant Negro, as some are calling him, and use the same kinds of criteria as you use for most other people, maybe some of these positions which have not been filled will be filled.

I wasn't supposed to make a speech, and I think Paul asked me to moderate this panel because he remembers the story of the preacher who had been preaching for thirty years, but had never been able to stay in any one church for more than one year. He finally got to a church and he stayed one year, two years, three years. At the end of the fifth year he couldn't take it any longer, so he called a board meeting. He said, "Brethren, I have been preaching for 30 years, but I have never been able to stay in any one place for more than a year. I have been here five years. What gives?" They hemmed and hawed, not saying much of anything at all, until finally one more aggressive deacon--there is one in every Baptist Church--by the name of Brother Henry, pulled himself to his full height and said, "Pastor, I will tell you. We don't want no preacher at all, and you're about as near none as we can get."

I think Paul didn't want another speaker up here, and here I am giving a speech.

Our part of this program has to do with taking action in the city. We are fortunate to have four men of action here to discuss with us some of the implications of this whole topic.

First is Richard L. Breault, who is Manager of the National Chamber of Commerce's Community and Regional Resource Development Group.

MR. BREAULT: I am more than happy to be here. Just as it is true that communications and dialogue between certain segments of our society, particularly between black and white, is so vital, it is also true that there is a great need for more dialogue and communications between some of the other groups in the society--business and government, and particularly business and the academic community.

I believe we have suffered in this nation for many years as a result of a certain amount of isolation. Businessmen have been active, to be sure, in communicating with some of the academic and scientific disciplines, as for example, the engineers. But this has not been the case with the social scientists. And I think that we are suffering as a result.

So it is a pleasure for me to be here representing the Chamber of Commerce of the United States which is a federation, and as a federation it happens to be the largest federation of businessmen in the world. We have local and state chambers of commerce as members. And there are about 2,800 of these. We have some 1,200 trade and professional associations that are members. And then we have 33 to 34 thousand corporations and individual businessmen. In the classical sense, we are a federation. Our policies and our programs, therefore, bubble up from the bottom. They are not ready made and handed down from the top. Consequently we are in a position, we think, of leadership and of education and not at all in a position to tell any of our members what to do. This is their own prerogative.

I think it is important to point this out only because, to many people, the National Chamber, as it was to me when I was with HEW a little over four years ago, is an unclear entity. You hear about it on a specific issue and you may disagree with the position of the National Chamber violently on that particular issue, and that's about the only context in which you see the National Chamber. But it is considerably more than that.

In reading the little article that you have in your packet, by Stanley Jones, called "Inner-City, the University's Challenge," you will find that he may have stated an inconsistency. On the one hand, he says that we are facing a revolution. I certainly would say he is right on that point, and I think many businessmen are beginning to see this as a revolution of sorts. On the other hand, he points out that for many universities the urban crisis is somewhat remote, that it doesn't touch us. I believe that here might be an inconsistency. I think that it does touch the University, just as it touches the businessman.

We in the National Chamber are trying to point out to the businessmen of this country exactly how the urban crisis touches them. And we do so in rather practical terms. We do talk about profits and we do talk about profit and loss statements. And we can show very easily that the kinds of problems that affect our cities--the fragmentation, the isolation of one group with another--can cost businessmen money and can cost the nation an extremely serious price in terms of national unity and the direction in which this country will be going in the next 15 to 20 years.

In dealing with the urban crises, I think most businessmen are now beginning to accept the following premise:

It is that the problems of the inner city are everybody's problems; they cut across all segments of the society; they affect the suburbs and they affect all people around the country, directly or indirectly.

Another premise is that these problems need the attention of all the groups in the society; that only by cooperating in one way or another so that the various specific and unique resources of the various groups can be brought to bear on these problems, are we going to meet the problems.

This is why I believe I would disagree with some of the comments that were made earlier, and that is that money is the most essential need.

I wouldn't argue that money isn't vital. I think there is something even more fundamental though, that we need in every community of the country. That something is a certain cohesion that we don't have today. Somehow the groups that are fragmented, terribly fragmented--there is a tradition of this now in this nation that goes way back--have got to be brought together to participate in the decision-making processes.

It has been a tradition for local chambers of commerce, for example, to deal almost exclusively with economic problems, industrial problems--industrial development, commercial promotion. And it has been traditional for them to deal with these problems unilaterally. They felt they had the answers. They felt they knew what the community needed. And they would go out and try to get a bond issue and try to get various other groups to support their position and they would often find, as you will imagine, that they would run into stone walls, simply because they weren't letting enough people in the community participate in the decision-making processes.

We believe this go-it-alone attitude has been true of all groups. I think it is true of the universities. It is true of government. And before we can apply money truly effectively in our communities, somehow we have to organize ourselves to bring people and groups together more effectively into the decision-making processes.

For this reason we are delighted to see in some of the recent legislative programs enacted by the Congress a built-in incentive for this, as, for example, in Model Cities, where it is required that the plan submitted to HUD be developed by the people living in the neighborhood where the plan will be applied. Likewise, in the Economic Opportunity Act, we saw the first really major thrust in this direction. It has caused a lot of trouble--some of it caused by poor administration--but I don't think we can ever duck that kind of problem. It is going to be there whenever people in groups are brought together.

Therefore, I would disagree to some extent with the argument that money is the most important need. Money is probably the next most important need.

Another premise upon which businessmen base their outlook on the urban crisis is that before many of these problems can be tackled effectively, we are going to have to make some important changes in local, state, and federal governments. It is no secret--and the panel a few moments ago touched on this--that many cities are hamstrung by obsolete requirements that are still part of the state constitutions. Likewise, in many cases the state itself is hamstrung by requirements of its own constitution. And in the federal government, I'm sure we would all agree, there is a desperate need for some kind of coordination to bring some of these programs closer together so as to avoid not only duplication, and waste, but to avoid the kind of frustration that happens at the local level when government officials from the mayor's office or businessmen, trying to work out a problem, can't even begin to understand the maze of programs that are already in existence in their community, and can't really use them effectively.

In one city we were told recently there are no fewer than 56 programs for job training. In another city there were 37. Somehow this has to be dealt with, and I believe that we are going to find some serious problems in raising more money for federal programs until they are streamlined in one way or another. I believe a part of the reaction we see abroad in the country, and some of it very unfortunate indeed, can be attributed to this kind of fragmentation at every level.

The business community, as you know, is beginning to participate more and more in a number of programs to deal with urban problems. You may know of some in your own community. I think we have a long way to go. I don't think that we can expect businessmen to do this strictly on the basis of altruism. I think that somehow the nation is going to have to build-in various incentives that will make it profitable, or at least easier, for businessmen to participate and to blend their resources with government and other resources to do this mammoth job that we have facing us.

I also believe that businessmen should not attempt to do this job alone. I think they will fall flat on their faces. And I believe we have seen some of this in the Summer Youth Program that Mr. Arnstein talked about just a few minutes ago. There were pledges made at that time, blind pledges, without a true understanding of how difficult it is to meet these pledges in a local situation.

So businessmen are going to have to have the help of other groups, and I hope that universities keep businessmen in mind when they themselves begin to broaden their role in the community.

I hope that you will make every effort to go to the businessmen. I hope that you will also seriously keep in mind the role of a chamber of commerce in a community, because it is through the chamber that the resources of businessmen can be coordinated to a greater extent. A primary contact in your dealing should be the local chamber executive, and here again, as in the case of the Mayor, as Pat Healy pointed out, you have men who range from extremely capable to men who are very uncapable. But in many communities now businessmen are beginning to see a broader role for their local chambers of commerce and are going to be willing to put the kind of resources in their chamber that can make that chamber more responsive.

And you can help businessmen do this by going to them with ideas and with suggestions for cooperative endeavors that will help them see the need more clearly for a strong chamber organization. And don't go to businessmen with plans that are _faits_ accomplis. They must be in the decision making process, too.

I believe that we are going to see, no matter who wins the next election, an acceleration of a trend that we have seen for the past few years of producing a new mix to deal with urban problems. Government will not try it all alone, and other organizations will want to participate. And there will be a push approach, if you want to call it that, which I think is the only approach which will really deal with this kind of crisis that we have.

I sincerely hope and urge all of you to help businessmen participate by going to them and involving them in the decision-making process.

DR. ERVIN: Our second panelist presenter is Mr. William Haskins, Associate Director, Washington Bureau, National Urban League.

MR. HASKINS: It is always a pleasure to address anybody dealing with urban problems. It seems to be one of the foremost problems facing our country today.

As many of you know, the National Urban League has been looked on by our black brothers as a not-too-militant organization. In fact, we have been called in many cases, Uncle Toms.

I am here today to reiterate our "New Thrust" program which will shed a new light in terms of our grassroots constituents.

At the National Urban League conference in New Orleans, Louisiana, Whitney M. Young, our national executive director, made a rather startling announcement saying that we would embark on a "New Thrust" program which would take urban leagues into the center of our grassroots communities.

In many cases it meant that we would take off our white shirts and our Brooks Brothers suits, and put on a dashiki and a tiara and maybe some sandals, and maybe learn a little bit of Swahili and go back down to the ghetto and work with the problems of our grassroots constituents.

What happened to urban leagues in the past happens to any organization that grows. Our first urban league offices were located in the heart of the ghetto. As we became more and more affluent and enjoyed a better relationship with United Funds and Community Chests, our budgets increased and we left the ghetto and moved to downtown Broad Street and Main Street, and occupied large offices with large budgets and big staffs.

It was not looked on too favorably by the people that we work with. They said we were working "for" them, but not "with" them. Then we began to take a look at ourselves and found out that that was exactly what we were doing. We were programming for them, but not with them.

I think in years to come somebody may go back and evaluate the poverty program. And I think they will find out that out of community action came the first semblance of real organization in black ghettoes. The poverty program gave [these] people a platform from which to speak. Many of our most militant leaders like Ron Karenga and some of the others, Catfish Mayfield, came as a result of the poverty program, because they had a platform. And believe me, these people are here and here to stay. And unless we give them a platform to continue their work, we are in for big trouble.

What we propose to do is to work not with "these" people, but with "my" people. We are not getting into the bag of what we want to be called. We are not concerned with being called "Black," "Afro-Americans," "Negroes," or whatever it is, because every group feels they want to be called something different, and we cannot get into that bag.

The Urban League feels like you can call us anything, as long as you don't call us "boy." But it (New Thrust) does mean a new program emphasis. It means that we are concerned with education in a new light. We are not only concerned with education as it applies to our local communities, but we are concerned with education in terms of its financial and economic aspects.

What I mean by that is that we are concerned with Federal Aid to education. Number 1, we would like some of this money to be deposited in black banks. We would like to have a voice in terms of the school superintendent, the principal, the teachers, and the janitor. And this is what is happening in New York City right now. Black people are saying basically this: "You have given us a ghetto to live in. We can't get out. It is a jungle." Many of them are never going to be able to get out.

Take, for example, cities like New York, Chicago, Detroit, and Philadelphia. There is very little hope for these cities in terms of a real opening-up, in terms of open housing and moving out into the periphery. And many of these people, and I mean your black militants, are saying, "We will stay here, but as long as we are going to stay here we want to control exactly what happens in the neighborhood and we want to control education."

No longer will they sit back and see school principals and school teachers come in to teach black children and move back to the periphery. They want to decide who comes in to teach. They want to have a control over the total destiny of black children in black communities.

We are concerned with economic development. We are concerned with not only participating in the system of free enterprise as consumers, but we are interested in participating in the system of free enterprise as suppliers.

We are well aware of the fact that most Negroes cannot get government contracts, or bid on government contracts because they cannot get performance bonds. We are well aware of the fact that the U.S. Treasury Department designates certain lending and loan institutions in our country to collect bond loan and tax accounts, and black banks and lending institutions do not enjoy this privilege.

We know that today in this country, with more than 22 million Negroes, there are only three Negro franchises for automobiles. We know that there are supermarkets--Giant Stores, and other kinds of national chains--that operate in black communities and take black money out, but do not give the black man a fair share in terms of employment, in terms of the other resources that white people seem to take for granted.

We are also well aware of the fact that in the whole system of economics, of economic development, right now people are planning tomorrow--which means tomorrow, Thursday, up to the twenty-first century, and they have practically ruled black people out. The process is being developed without the thinking of black people.

I would like to reiterate something that was touched on prior to my speaking, and that is the element of community participation. I think that all of you, in terms of your planning, no matter what you are planning for, must be well aware of the fact that if you are planning today you have got to plan with the third link as a participant, and the third link is the guy in the ghetto.

Municipal action did something great for this guy in the ghetto. It not only gave him the feeling that he was somebody, but he was being dealt with. I am reminded of Dr. Howard Thurman when he spoke to the National Urban League conference in Louisville, Kentucky. I believe it was in 1964, when he talked about the faceless man. And he said, "To walk up and down the nameless streets of other men's minds, where no salutation greets and where there is no place to call one's own; to be ignored as if you didn't exist is to be a faceless man. It is better to be dealt with in total anger with an anger unrestrained, than to be ignored."

And what is happening today, ladies and gentlemen, is the black man in the ghetto is raising hell, but he is not being ignored. They are bringing him in as a third party, in many cases to appease him. But he is not sitting, he is not waiting, he is demanding to be heard. And if America is going to survive, America must bridge the gap between their promises and their commitments. This means the federal government, too.

I think the federal government has a great leverage to execute quality employment opportunity and to ensure maximum participation of black people in federal programs. The big leverage that many Negro people thought would solve their problem was Executive Order 11246, which says that anybody dealing in any kind of government funds is supposed to have equal employment opportunity. We thought that this was a great entree for us to get many of the jobs in industry, but we are well aware of the fact that no single contractor in this country has ever lost a government contract by refusing to hire Negroes.

We are now looking at the machinery. We are not concerned with laws any more. We are not going to regress and be satisfied because we have a Civil Rights Bill, or a Voter Rights Bill, or many of the other bills that guarantee equality. We are now taking a very close look at the machinery for implementation, which we know is very, very weak.

HUD made a big appropriation last week in terms of the Model Cities programs--in terms of some of the other programs they are getting off the ground. But they did not allocate one dime for implementation. All of this is basically in the hands of some key Southern congressmen who still see a threat to putting any kind of teeth in any kind of machinery to implement any kind of quality employment program that the federal government develops.

So we are looking at many things. We are looking at economic change, at a chance to participate in the system of free enterprise, we are looking at black schools, we are looking at the possible control of these schools.

What we are saying today in the area of housing is that--and this is one of the things that really hangs us Urban League guys up, because we are sort of in the middle on this thing--you go to one community and you talk about integrated housing. You go to another community and you talk about quality housing. Wherever possible, we are fighting for quality integrated housing. But in many situations where this cannot be done, we are talking about quality housing. And we are talking about entering into a component which will ensure these people the kinds of security that will enable them to live properly, bring up better children, and to be able to enjoy some of the things that many of you people take for granted--basically, life, liberty and the pursuit of happiness.

Our young people are particularly uneasy. It is very difficult to channel and hold down these young people in terms of goals, in terms of realities, in terms of participation. I mentioned we had our conference in New Orleans, Louisiana. We were there for five days, in a segregated town. They did not have one black waitress in the dining hall, nor one black waitress in the bars. And we sat there for four days without even realizing it. Finally, our young people organized a boycott in that hotel and actually blocked the doors and instituted an effective boycott in that city. They even stormed the delegate assembly and demanded to be heard. And Whitey, being a gentleman, gave them 15 minutes to present their grievances.

I want to tell you what has happened now. In New Orleans, Louisiana, today, less than two months after our national conference, there are black waitresses in the dining hall, and there are black waitresses in the bars. Because our young people, the same young people that were called a long array of different kinds of names, from beatniks to--what is the new name in Chicago they were calling them?--yippies--are some of the very same people that are responsible for institutional change in this country today.

Where the breaking point is, I don't know. But it is as American as cherry pie, to quote Rap Brown. And the Urban League feels that if it is to be relevant, and we want to be relevant, then we have got to be ready to risk some of the comfortable status that we enjoy, we are going to have to risk being criticized.

But we sincerely feel that if we have people sitting on our national boards, or our board of directors, who don't see this as the thing to do, to get with it, then we don't need them on the National Urban League or the local Urban League boards.

What we are talking about is good business. We are not talking about taking over control by force. We are talking about controlling our destiny. We are not talking about taking by force in terms of economics. We are talking about sharing, getting our piece of pie.

So it does mean a new posture, and many people will call it a new militant posture. But we feel that we have to assume this posture if we are going to be relevant. If we are going to be relevant to our black brothers and black sisters in the ghetto, then we have got to include them as a third link. We can no longer plan for them but plan with them. And we've even got to take some of these grassroots people and place them on our boards of directors, and even on the National Urban League Board, because they do have a voice, and this voice will not be stilled. It will not be stilled by force, it will not be stilled by violence, but it will only be stilled by them feeling that they have a stake in America, and participating in all phases of community development and being looked upon not as a faceless man but as an individual.

DR. ERVIN: Our next panelist is Mr. Al Henry, Youth Opportunity Coordinator, Office of the Mayor, Houston, Texas.

MR. HENRY: I would like to speak with you primarily this afternoon, not as an administrative assistant to the Mayor, but as the youth coordinator for the Houston-Harris County area. Needless to say, on occasion the two do overlap. In the earlier panel, Dr. Arnstein mentioned to you, somewhat, the nature of the work of youth coordinators. I would like to expand briefly on his definition and show, if possible, how this relates to taking action in the cities.

Last year, during the latter part of January, Vice President Humphrey invited mayors of the 50 largest cities of the United States to form youth councils. He further asked them, along with the youth coordinators, to meet in Washington, D.C. to discuss the nature of plans and programs for the upcoming summer.

Youth Councils were formed in the 50 largest cities of the United States, and youth coordinators named. These men went about the mission of providing meaningful and wholesome activity for the youth of their communities, primarily in the areas of employment, education, and recreation. We were asked to employ these terms in their broadest possible sense to get the most meaningful involvement and participation from the community.

In Houston our employment facet of youth opportunity was handled through the Houston Summer Job Fair. We are very proud of Houston's Job Fair, mainly because we were able to place in meaningful employment, a number of young people who would otherwise probably not have received it.

We are also proud because the Fair did receive national recognition in that the Vice President's office recommended it as a model for the rest of the nation to follow. We have been informed recently that a task force of the President's Council is recommending to the incoming president, that the nation undertake a series of job fairs to give youth meaningful employment throughout the country, and that the Houston Job Fair will continue to serve as a model, in many respects, for the nation to follow.

In connection with the Job Fair, we experienced many problems. Some ancillary, some attendant to the Fair itself. The problem of transportation was major. Here, a local university was of great service to the Job Fair Committee. This is one area where all of you associated with universities can be of service to your communities. Through the help of the University of Houston, a transportation demonstration grant was applied for through HUD and the Department of Transportation. Several faculty members helped us in securing the necessary data, developing the application, and, in effect, receiving the grant. When we found that there were companies outside the city untouched by public transportation, that were willing to offer meaningful employment to some young people, we knew that we had to find a way to get them to the job, and to match the job with the person. This grant helped to do exactly that.

Youth councils across the country were concerned with recreational and educational projects. Certainly the kids needed something to do. They needed meaningful recreational programs. Here the universities, particularly those in major cities, or close to major cities, have the facilities to offer. They have the gymnasiums, the pools, and the athletic equipment; much of it lying dormant during the summer months, and to a certain degree, even during the rest of the year, particularly on weekends, when most kids need it. All universities so situated can make a commitment to aid these kids in the ghettos, as well as those outside the ghettos in the use of these facilities.

The City Administration in conjunction with Rice University, the University of Houston and Texas Southern University set up tutorial programs in 40 different geographical areas. They used not only faculty members, but students as well, to tutor kids (particularly those in the ghetto) in remedial studies, and in technical problems that they encounter during the year. This program was not as successful as we would have liked for it to have been.

Already, we are making plans for next summer's program. We hope to have people from the three major universities in Houston to assist in various forms of tutoring programs throughout the community.

Another very vital role played by the universities in many of the local programs across the country last year concerned various forms of media: photography, newspapers, and journalism generally. San Thomas University in Houston, offered instruction for some 80 youngsters in photography and film making.

Many universities across the country had similar projects. We certainly would invite those of you who are not currently involved in programs connected with the President's Council or some other programs to become involved.

The summer programs in Houston gave recreation and education to some 193,000 kids. Programs in some other cities had much larger registrations.

I could go on and on talking about youth councils, and youth coordinators. For those of you that are interested in the youth opportunities program, write to the President's Council here in Washington. I'm sure that Jerry Christianson would be more than happy to give you information.

Are you interested in local programs? Only recently, in fact just Monday, the report was completed on the Houston Summer Program. If any of you are interested in our report, I will be more than happy to send it.

For just a moment I would like to discuss with you a way in which we take action in the City of Houston. This report is called "Dear Citizen." It is the second report on minority group problems and progress. It grew out of some 7,000 surveys that were conducted a little over a year ago in minority group communities, asking the people what their problems were, and secondly, how they would like to go about solving them; what programs they would like to see instituted, and how they would like to, in effect, help themselves.

As a result of these surveys, certain programs were instituted to meet these various problems. The programs are documented in this booklet. It tells how we have met problems of race relations and of inter- as well as intra-community relations.

Unlike most major cities of the country, we have two large population minorities in Houston. The city is approximately 25 percent Negro and 13 1/2 percent Mexican-American.

The booklet briefly details the nature of these programs, as well as outlooks for the immediate future, and some long-range prognosis. If there are questions relating to youth opportunity, or youth activities, in your state or city, you have youth coordinators in all of these cities and states. I am sure they would be able to fill you in on the nature of the local activity as well as the general prognosis for what the future might hold.

All of us engaged in youth activity are certainly concerned with the cut in domestic spending that most of us are anticipating. This will mean that voluntary participation will have to increase. Much of this participation should come from persons like yourselves who have not only the expertise, but the interests of your various communities and country at heart. If this participation does come about, I have no doubt that meaningful programs can continue throughout the country.

DR. ERVIN: Our next panel member is Dr. Cyril J. Roberts, Coordinator, Professors of the City Project, and Director of the Department of Urban and Community Development, University of Oklahoma.

DR. ROBERTS: I could quickly outline some of the essential facts of the program leading to development of Professors of the City, a product of Title I expenditure in Oklahoma, and especially Tulsa, but that will hardly get to the issue.

Facts are peculiar in that it is a question of how you order them in determining whether or not they are really helpful in understanding anything.

For instance, Mark Twain, while learning the newspaper business, was told by his editor, "Don't you ever state anything that you cannot personally verify as a fact."

After these instructions, he was sent out to cover an important social event. He turned in the following story, and I quote:

"A woman giving the name of Mrs. John Smith, who is reported to be one of the society leaders of this town, is said to have given what was purported to be a party yesterday to a number of alleged ladies. The hostess claims to be the wife of a reputed attorney."

Well now, I am not going to be that tyrannized by facts. I'm going to embroider a little picture, because I love poetry, and art, and drama, and all seem to assist us in taking fact and creating more meaningful communications with each other.

According to our own Mayor in a recent letter to Mr. Patrick Healy, the Title I program is very important to the City of Tulsa. He pointed out that there was a long standing association between this program of college people and that particular city administration. He was impressed with the things that we had done. I hadn't realized, being as engrossed as I was in what we had been doing, that we had been all that helpful to the city.

I had been in Tulsa three years with a Ford Foundation grant for an urban assistance program, and assisted our state director, Dean Cates in writing the state plan. I wrote the section that dealt with Tulsa. I wanted to do two things in writing that proposal, ultimately funded by Title I, which created the "Professors of the City." Those two things were: (a) to involve some mix of disciplines in the city, building on what we had already started in terms of understanding some of Tulsa's problems; and (b) to get a reciprocity going, to make the city understand how it could use the university resources.

In writing the state plan we asked for five professors, one from each of four participating universities, to live full time within the City of Tulsa. They would have the job of relating to Andrew Jackson's tendency to bring "muddy boots" to the capitol, mentioned earlier today.

And to some extent, the Professors of the City became a "kitchen cabinet," another phrase I'm using from Jackson's time--

a kind of behind the scenes group of people whom the Mayor and Commissioners could call for advice. With the Mayor's and Commissioners' advice and consent, we began to work with various agencies, ferreting out problems in which they wished to use higher education resources. With this mixture of professors, representing sociology, law, education, communications, psychology and economics, we went to work.

With Title I money and with the advice and consent of the Mayor and Commissioners, we instituted (and they have continued for three years) in-service training programs for city employees in management and in leadership, and some continuing evaluation of city services for each of the four major departments in that city. They are currently under way in the city of Tulsa and will usher in a new charter for that city. These evaluation reports come out quarterly and are acted upon in commission meetings.

We studied, developed, and created a youth commission in Tulsa. We recommended hiring a director to work in conjunction with the President's Commission on Youth. We set to work to write the Model Cities program and then continued to supervise and give strong assistance for some eight months now in the developing plan.

I look back over the last three years, and I am sometimes amazed at how much involvement there has been on the part of these five people, and extremely disappointed at how little really wide-spread involvement of the universities in Tulsa there has been other than that of these five "Professors of the City" people.

So I have mixed feelings of gratitude and of disappointment for the success and failure of the Title I program. We carry out several programs within this office I represent (Title I is but one of them), and it is through some of the other programs that we are coupling with Title I that I hope we will have more effect in view of some of the things that were said earlier by other speakers.

I find that I am somewhere in a half-way house, between the mayors and the administrative assistants and the city managers that have stood up here today. They plead for a whole list of what are traditional extension services. On the other hand, I listen to the more academic purists, as they plead for a more responsible role in research, as they plead for more model building, and as they plead for a stronger stand for truth in some of this action that is taking place.

So much for the Professors of the City as a group of people representing certain disciplines and the universities they come from, and for the fact that they have been there now going into their third year.

Let me give you some of the assumptions by which we operate, and then this gives you, it seems to me, a criterion to either tear it apart or to compliment it, and it gives you some additional thoughts you might not have thought of.

One thing is certain. We have lived together, talked together, and worked together enough to know, at least we think we know, that to work in a city means that you had better be less private-minded and more public-minded. You have got to be less, if you will, "business-oriented" and more "total public" concerned. You have to take that into consideration, but not just that alone. You take seriously the public domain as the ground upon which you make your decisions and you are governed by this larger picture, if I may use that term. You literally discover what it means to share power, and you participate in trying to have people share their power--business people, particularly.

We came out of the academic towers. We have spent five years in that city, all of us together for the last three years, and we now know that justice is something different from laws. We also know that without obedience to laws there is only chaos and therefore no possibility of justice.

So we spend our time on these platforms where we, shall we say, "teach" these kinds of things. I would even go so far as to say I have even learned that to "Be your brother's keeper" is something more than just a philosophical commitment. It also has some very practical value.

I am discovering, like our friend from the Urban League told us a while ago, we are going to be our brother's keeper. One way or another, "we are going to be our brother's keeper." I take that admonition very seriously. I think this is a fair assumption by which the Professors of the City operate. We understand that these problems to which we address ourselves respect no boundaries, like city, like county, like state. In some instances we have discovered that the city, county and state governments are obsolete. Or if they are not obsolete, they are certainly going to have to be modified in terms of their operating charters. For we have discovered that single purpose planning now gives way to multiple purpose planning and requires coordination from top to bottom. To that end, I will agree with my friend from the Chamber of Commerce. It does indeed require coordination. It does necessitate effective partnerships at all levels. And that working together effectively exposes us to each other and reduces and minimizes the prospects of empire building, which we in the university are so fond of doing.

We have discovered that the university has more problems, or at least equally as many problems as other institutions when it comes to predisposed notions about how it shall work in cities. The point is, I'm trying to say, it effects checks and balances. We do, in fact, learn, as another speaker said today, that "political" reasons are certainly different from "reasonable" reasons in terms of decision-making processes in the city. We do not put our mayor in the corner requiring him to make decisions that will, in fact, destroy his chances for reelection. In fact, we try to stay away from those questions in order that we can operate and work more effectively ourselves.

There is a third implication that has been spoken of several times today, and that is the wholistic approach or the suggestion that we have got to allow a variety of inputs in terms of every decision-making process that we are called upon to make.

That is to say that today we ought to have the land-grant colleges analogous to this urban university and upon them we can insist that we have certain kinds of services. The biggest problem I see here is that land-grant schools heretofore have dealt basically with economic matters only.

And here we are in the city. Every time we are called upon to look at a problem, it always has social implications; it is fraught with conflict. We cannot recommend a decision that you do not subsequently step on somebody's toes in terms of the solutions that you propose, and so you are caught in a tug of war, always in terms of value conflict.

So this is another assumption: That every problem with which we deal as Professors of the City, handed to us by Mayor and Commissioners, carries with it all kinds of value complications. We cannot make a recommendation in terms of transportation that doesn't hurt the oil company or hurt a bus company or hurt some private taxicab company, or at the same time make recommendations that stand in the way of the exercise, if you will, of free egress.

It just gets to the point where you realize that you cannot please everyone. So it is a matter of our learning to get the maximum good for the maximum number of people, and taking our ground and standing on that ground.

And finally, in this same vein, you mentioned "citizen participation." Seriously, this is one piece of legislation that came down the pike in our lifetime, this anti-poverty legislation, that will remain with us, I think, for the balance of our lives. It is here to stay. "Citizen participation" carries with it the best guarantee I know for communication and for effective execution of plans. And I know of no better way to guarantee failure to execute plans than by not engaging citizen participation at every level of development. This is going to happen in all Title I programming. This we have already discovered.

We also operate on the assumption that the problems of urban growth and the strains produced by this technology of ours do not respect either major party. It makes no difference whether our mayor is a Republican or Democrat. He has the same set of problems with which to operate. We stick with those kinds of problematic approaches and we are quite likely to be effective, from administration to administration--hopefully. We will have gone through two administrations: first, there was a Democratic one and now we are caught up in a Republican administration in our city. I think this is a serious question you have to look at.

We also labor on the assumption that through all social legislation of the last five or six years this litany of things has happened that Secretary Wood mentioned at the luncheon meeting. This impact has been raising the expectation levels of the American minority groups who have now begun to express frustration when their expectations are not being met, and they begin to get bogged down.

In these programs we can expect increasing frustrations. Professors of the City take the position that ours is a job to articulate the kind of patience that is required in dealing with this intra-mix of federal, state and community programs. We get booed out of many halls and we get booed down in conversations, and in some instances we have even been thrown out of meetings. But nevertheless you are bound to have to take the position, to articulate the necessity for patience. When I say the necessity for patience I mean to explain how these programs get bogged down, top and bottom. Mr. Wood says the "showdown is coming," the hour of truth is nearly upon us in terms of model cities, and that these plans had better begin to develop into something.

And I would say to Mr. Wood and also to all people of the federal level they had better start delivering this whole collection of coordinated monies across the board. And I don't think he's got an answer for that any more than those of us at the local level have an answer for it. It is a job that from top to bottom, at each level we have to be accountable, and back off from none of it.

And finally, we work on the assumption that the traditional although unofficial and unannounced containment policy in dealing with our minorities is no longer possible. Nor is the polarization (the other end of that continuum of preferential treatment) of Negroes possible. Rather it is in a partnership somewhere between, that we work out the best possible solutions to these problems.

I can't help but close with a parable from James Thurber, entitled "The Peace-Like Mongoose." For it makes no difference how successful we are in this as Professors of the City, the final assumption is we are going to get criticized.

"In cobra country a mongoose was born one day. He didn't want to fight cobras or anything else. And the word spread from mongoose to mongoose that there was a mongoose who didn't want to fight cobras. 'Now, can you imagine that? If he didn't want to fight anything else that's his own business, but it is the duty of every mongoose to kill cobras or be killed by a cobra.'" (You know, red, dead or better--whichever way you want.) "And the word went around that the strange new mongoose was not only pro-cobra and anti-mongoose, but he was intellectually curious and he was against the ideals and traditions of the mongoose. 'Why he's crazy,' said the young man's father. 'He is sick,' said the young mongoose's mother. 'He is a coward,' shouted his brothers. 'He's a mongoose-sexual,' whispered his sisters. And strangers who had never seen, who had never laid eyes on the peace-like mongoose before, testified that they had remembered seeing him trying on cobra hides, crawling on his stomach, and plotting the violent overthrow of Mongoosia. 'I'm simply trying to use reason and intelligence,' said the strange new mongoose. 'Reason is six-sevenths of treason,' said one of his neighbors. 'Intelligence is what the enemy uses,' says another. So finally the rumor spread that the mongoose, like the enemy, had venom in his stingers, and like a cobra, he was tried, convicted by a show of paws, and condemned to banishment."

Thurber is afraid you won't get the moral, so he always writes them out for you in his parables. He says, "Ashes to ashes, and clay to clay, if the enemies don't get you, your own folks may."

SECTION III

OCTOBER 3, 1968

INTRODUCTION

Thursday, October 3, 1968, was a day devoted to small group involvement in the practical aspects of program planning and evaluation. On the preceding day seminar participants had an opportunity to hear from and interact with selected leaders in higher education, urban administration, business and the federal government. Through the listening-questioning-reflecting process of the first day, participants were given an opportunity to increase their awareness and understanding of the needs of cities. On the second day of the Seminar they had an opportunity to sharpen their skills in planning innovative projects addressed to urban problems and/or in evaluating such projects designed and proposed by others.

Specific materials were made available to the small group members and leaders for use in achieving the objectives of the day. The materials included two reprints of appropriate articles, six case studies and six fact sheets produced by selected directors of Title I projects in various states, as well as some materials which helped one to identify and analyze the basic elements in the process of proposal evaluation. The Seminar planning committee was hopeful that these materials would stimulate ideas for new programs and equip Title I administrators with a framework for systematic and rigorous evaluation of project proposals.

The outstanding services provided by the group leaders helped immeasurably in the achievement of those objectives. The group leaders who deserve commendation are Nolen Bradley, John Buskey, Lynn Eley, Jack Ferver, James Furman, Kenneth Haygood, William Henry, C. J. Roberts, James T. Robisson, Atlee Shidler and Glenn Sommerfeldt.

A special vote of thanks is also due to the persons who produced and submitted the materials identified in the following summary outline:

I. Reprints

  A. Stanley L. Jones, "Inner City: The University's Challenge," The Journal of Cooperative Extension, Fall, 1968.

  B. Louis McCagg, "Community Values in Conflict," Public Management, December, 1967.

II. Case Studies

A. Assisting Community Leaders in Developing Methods for Diagnosing Community Problems (Tennessee) by David H. Grubbs.

B. Educational Opportunities for Disadvantaged Citizens (Arkansas) by Richmond C. Davis.

C. Cooperative Urban Storefront Extension Centers (New York) by Gordon Edwards.

D. Education in Consumer Purchasing for Adult Residents of the Inner City (Detroit) by Roberta McBride.

E. Greater Homewood Community Project (Maryland) by Dea Kline.

F. A Continuing Community Health Education Program for Certain Disadvantaged Areas (Durham, North Carolina) by Rosemond H. Cox.

III. Fact Sheets

A. "Town Meeting Experiment in the Upper Midwest" (Minneapolis-St. Paul Area) by Loren Halvorson.

B. "Training Subprofessionals to Work with Handicapped Children and Youth" (Newark, Delaware) by Arthur W. McDaniel.

C. "A Proposal on University Urban Extension" (Rutgers--The State University) by George A. Tapper.

D. "Appalachian Church Leadership Program" (West Virginia) by Beryl Maurer.

E. "Legislative Seminar on Resolving Urban Problems" (Cleveland, Ohio) by James G. Coke.

F. "Pratt Center for Community Improvement" (Central Brooklyn).

IV. Evaluation Materials by Donald A. Deppe and John H. Buskey

A. Discussion Leader's Guide

B. Case Study Question Sheet

C. Basic Elements in Proposal Evaluation: Flow Chart

D. Basic Elements in Proposal Evaluation: Analytical Questions

The materials comprising the remainder of this Section of the proceedings are included with specific purposes in view. The "Discussion Leader's Guide" and the "Case Study Question Sheet" are included to shed additional light on the nature of the day's activities. The flow chart and the set of analytical questions regarding "Basic Elements in Proposal Evaluation" are included for whatever value they may have in future use by the Seminar participants and other readers of this report.

In the interests of saving space and preserving what might be considered confidentiality, the "Case Studies" and "Fact Sheets" have not been included.

National Seminar on the University in Urban Community Service

DISCUSSION LEADER'S GUIDE

Thursday morning session

This discussion will focus on the two Case Studies assigned to your group. The object of the session is to develop better theoretical understanding of how to analyze proposals that come to State Agency people for funding.

For your preparation the two cases with a "Question Sheet" for each, a flow chart ("Basic Elements in Proposal Evaluation"), and a set of questions ("Basic Elements in Proposal Evaluation") are included in your folder. The use of these materials in the session will be discussed during the Leaders' Briefing Meeting at 9:30 a.m. on Thursday.

Participants in your discussion group have received the two case studies and the "Question Sheet" to help them analyze the cases.

Altogether there are 6 cases, two of which will be discussed in each group. Copies of all cases will be available after the sessions on Thursday.

Thursday afternoon session

This session is in one sense a continuation of the morning, only the focus will be on the several "Fact Sheets"--short descriptions of programs presently being conducted in the States.

The object of this session will be to explore various ways in which the States have tried to tackle urban problems, to see how some of the programs described on the fact sheets or identified in your discussion could be adopted for use in other States, and to generate new ideas for programs or projects of outstanding merit.

We suggest that you pass out the "Fact Sheets" to participants in your discussion group at the end of the morning session or at the beginning of the afternoon session.

The "Briefing Session" at 9:30 a.m. will enable you to raise questions and to receive further information on your responsibilities.

Your assignment as Discussion Leader is shown on the attached sheet.

National Seminar on the University in Urban Community Service

CASE STUDY QUESTION SHEET

As you read each of the case studies assigned to you, answer the following questions about it. Record your answers on this sheet (use a separate sheet for each assigned case) and bring it with you to the discussion sessions on Thursday.

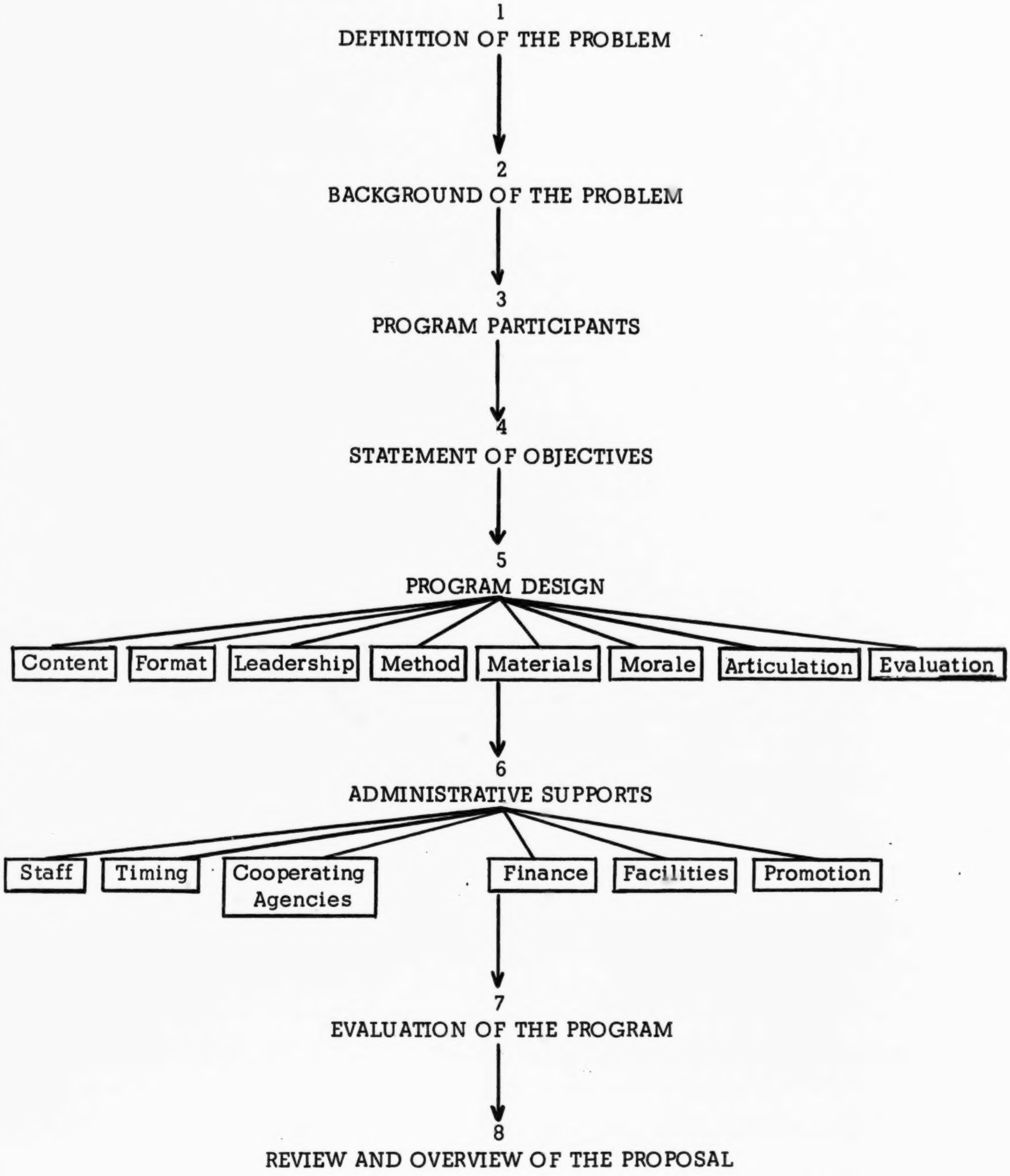
1. Can you identify the major steps in planning the program described? List them in what might have been chronological sequence.

2. What steps, if any, in the planning and/or conduct of the program are missing?

3. In what specific ways would you have improved the program?

4. What similar or related project(s) might you undertake in your area as a result of your analysis of this case? What would you do differently?

BASIC ELEMENTS IN PROPOSAL EVALUATION *


1
DEFINITION OF THE PROBLEM
2
BACKGROUND OF THE PROBLEM
3
PROGRAM PARTICIPANTS
4
STATEMENT OF OBJECTIVES
5
PROGRAM DESIGN
Content
Format
Leadership
Method
Materials
Morale
Articulation
Evaluation
6
ADMINISTRATIVE SUPPORTS
Staff
Timing
Cooperating Agencies
Finance
Facilities
Promotion
7
EVALUATION OF THE PROGRAM
8
REVIEW AND OVERVIEW OF THE PROPOSAL

* Adapted by Donald A. Deppe and John H. Buskey from Cyril O. Houle's "Basic Steps of Program Development," for use in the National Seminar on the University in Urban Community Service, October 2-4, 1968.

BASIC ELEMENTS IN PROPOSAL EVALUATION

Adapted by Donald A. Deppe and John H. Buskey from Cyril O. Houle's
"Basic Steps of Program Development" for use in the
National Seminar on the University in Urban Community Service
October 2-4, 1968

The typical proposal can be evaluated on two levels. First, the PROJECT, or general level concerns the viability of the whole proposal in terms of the problem stated, the goals, the administration, and the evaluation of the whole proposed endeavor. A project may contain many specific educational programs and administrative activities. Second, a proposal may be evaluated in terms of the specific educational programs or activities which, en toto, make up the project. The questions in the following steps are designed to deal with both aspects of a proposal.

1. Definition of the Problem

a. Is the problem stated in one sentence; precisely, clearly, specifically?

b. Has the writer avoided meaningless generalizations or save-the-world type statements?

2. Background of the Problem

a. What set of economic, social, political and educational realities are involved in the problem? Are these understood or stated by the writer?

b. Is the need or problem justified with supportive and documented data?

c. What places the proposal writer or his institution in a unique position to deal with the problem?

d. What features of the problem make it particularly appropriate for Title I funding? Does it fall into one of the priority areas listed in the State Plan?

3. The Proposed Program Participants

a. Who are the people affected by the problem?

b. Who are the people to interact or to be brought together in the proposed program?

c. Are criteria and procedures for recruiting or selecting participants appropriate?

d. Why are these and not other or additional people involved?

4. The Statement of Objectives

a. What specific effect or impact upon the community is anticipated or intended by the project?

b. Are specific behavioral changes in the attitudes, knowledge and skills of the participants stated as intended outcomes of the specific educational activities?

c. Are the objectives for the project and specific programs realistic and appropriate? Can they be achieved? Are they too broad? Too limited?

d. Are the objectives an outgrowth of the problems and issues raised in the Background statement?

e. What implications do the objectives have for methods and techniques of instruction and evaluation in the program(s)?

5. The Program Design

When looking at the various elements of the design of proposed program within the project, make recurring judgments about the degree to which the elements are appropriate to everything that has gone before, i.e. the problem, the participants and the objectives. Specific items to look for and evaluate are as follows:

a. Content. Are the subject matters appropriate to the participants' level of understanding, to the problem stated in the proposal, and to the objectives?

b. Format. Are the problems and subject matters presented in meaningful, interesting, and appropriate formats?

c. Leadership. Have qualified and appropriate leaders been selected or trained? What criteria have been established for leader selection? Who selects them?

d. Method. Are the general methods and specific techniques appropriate and varied? Who selects them.

e. Materials. Are materials suitable? Who will select them on what basis?

f. Morale. Has the proposal writer been sensitive to the problems of group morale and have specific steps been included to build a type of participant morale which supports learning, i.e. the proposed changes in behavior? Are certain elements conducive to destroying such morale?

g. Articulation. Is the proposed pattern of operation clear and well articulated? Do various phases of the program build effectively upon one another?

h. Evaluation. Are suitable ways for measuring change described? How promising are they in determining the degree to which objectives will be achieved? Who will do the evaluation?

6. Administration of the Project

a. Project Director and Staff. Are the project director and his staff fully capable of carrying out the project? What will their roles be in selecting leadership, methods, materials, etc. for the various activities?

b. Timing. Can the project be accomplished in the time allocated? Is the overall time schedule clearly stated and realistic?

c. Cooperating Agencies. Are the appropriate affected community agencies involved in the planning and execution of the project?

d. Finance. Are financial arrangements well thought out and legitimate? Is the proposing institution apparently capable of fulfilling all requirements of cost control and accounting?

e. Facilities. Have physical facilities been selected which are conducive to the successful conduct of the project and its activities?

f. Promotion. Have appropriate ways been identified or developed for interpreting the project and its programs to the publics influenced by it?

7. Evaluation of the Programs

In reconsidering the nature of the problem, the statement of objectives, the participants, the design and administration of the program, and the proposed evaluation itself, are there any ways in which the eventual evaluation of outcomes can be improved?

8. Review and Overview of the Proposal

Subsequent to a reading and analysis of the entire proposal employing the foregoing series of questions, additional queries such as the following should be raised before final approval or disapproval is made.

a. Is the entire proposal well articulated, realistic, and worthy of funding?

b. If not, should the proposal be altered and refashioned in specific ways which would make it, not only acceptable, but outstanding?

c. If the proposal is acceptable as submitted are there specific suggestions for improving it?

d. Are there logical follow-up activities which should be considered at this time because of their possible implications for the program presently proposed?

e. Are there other programs related to this one which the proposal writer should know about?

f. Can the project directors of operating programs profit by ideas in the present proposal?

g. What specific plans does the proposal writer have to help him decide upon the appropriate "next steps" after the conclusion of the project?

h. Are there any items included in the proposal, considered above, or overlooked entirely which may jeopardize the successful conduct of the proposed program?

After the proposal has passed all this -- think back -- what are the alternatives to doing it? not doing it? doing it in this way? Is this the best proposal to solve this problem?

SECTION IV

OCTOBER 4, 1968

MAKING THE UNIVERSITY RELEVANT IN TODAY'S CITY

by
Herman Niebuhr
Associate Vice-President
for Urban Affairs
Temple University

Last night Stan Drazek took a few of us around and showed us some of his plans for the center here, and talked a little about the operations of universities and colleges around the world. Those of us who spent the few hours with Stan marvel at the operation.

I think we find in operations like this and in all of our operations, and in higher education in general a really remarkable success story in this country. We are all growing by leaps and bounds, our physical plant is expanding, the students are coming in by the bushel load, and even though we still cry poor, we are being paid better than we ever have been before. And yet in some disquieting way the university is under fire.

All of us have dealt with students. It was my own pleasure last year, for the first time in 20 years, to deal with students at great lengths as we went through our student protest in Philadelphia.

If you play Washington very much you know that most of the administrators of the "new look" programs are sore as hell at universities.

If you happen to be located in the midst of a black community, as my institution is, you find that they're sore at you. And indeed many people in the establishment are also kind of angry with us. On the one hand, we have this fantastic success; on the other hand, we have all kinds of signs mounting up that things aren't very good after all.

It reminds me of something that happened to us at Temple University last year. Somewhat complacent and proud of some of the things it was doing, it underwent a very uncomfortable confrontation with the black community of North Philadelphia. One of my neighborhood friends used to come to speak at the students' invitations, and made all kinds of threats to burn us down if we didn't do right and change some of our policy. We have a lot of fireproof buildings, but the image still does grab you a little bit.

I said, "Man, why do you talk like that? Why can't we sit down and reason together," although that's not a very popular phrase any more either.

He said, "Well, you know, let me tell you a story," which he claims some co-op guy told him awhile ago. It is a story which I'm sure many of you are familiar with. It is about the lady from the Humane Society who hears that some farmer is mistreating his mule, and is sent out to investigate. The farmer claims that this is indeed not the fact, that he treats his mule as a mule should be treated, perfectly, honestly and straightforwardly. She asked for a demonstration. He goes out and prepares to harness the mule and hook him up to the wagon, or whatever implement he was working on. As he gets the mule ready, he picks up a 2 x 4 and swats him across the face, at which point the Humane Society worker is a little horrified and says, "Look here, you are mistreating this animal." He said, "But lady, I've got to get his attention."

So my black friend from North Philadelphia says, "You know, I have to get your attention." Maybe this is exactly the same tactic that the students and others are beginning to use.

Let me start with my conclusions and then go on to speak my piece. I have strong prejudices about what is wrong with the university and what we ought to do. This very often irritates my wife who asks me how I can be so certain. I tell her that I know very well that I'm right, but I also know very well that I'm often wrong. So take me within that kind of context.

I think, in terms of all urban institutions at the moment, the universities are the slowest runner in the field. I think we need to update the very definition and model of a university.

Even though we claim to be the house of intellect, when it comes to our own evolution as an institution we tend to be fairly anti-intellectual and downright unscientific. That is a pretty big crime for us to admit, and it will be a long time before we get there. Changes within our institutions, as within any other institutions, have to come largely from pressure from the outside. This is why I'm so pleased to be able to talk to a group of Title I administrators. You're outside; you know some of our problems, and I would appreciate a judicious amount of pressure from you, as I appreciate it from students and the larger society. I don't think that those of us who are in the community problem-solving or extension business can be content to look only at ourselves and expand our own programs or modify our own programs. I think it is much deeper and larger than that.

For those of us who are on the inside of institutions trying to make our institutions a little more vital, I think that our task is to look at the university as a whole and begin to think about its reconstruction in a total context.

Those are my conclusions. Let me talk a little bit about the city as I see it and then we will get on to the university and the interaction between the two.

All of you are very familiar with the laundry list of urban problems and I won't go into any of those in any substantive way, because you heard about them, and you have read about them, and most of you know them first hand.

I will make some general comments about what I think some of the underlying dimensions are that go behind the laundry list.

First, the rate of social change in this country is ahead of both our individual and our institutional capability to adjust. Particularly in this election year, we are seeing some of the negative consequences of the changes of the last decade.

This problem of rationalizing change and absorbing the change rate in individuals and institutions is complex. One aspect relates to a rise of aspirations that we have been unable to satisfy. This is particularly true in the ghetto. Clearly, all the New Frontier and Great Society programs have delivered less than they have promised. We tend very often to be a public relations society where the delivery comes a long time after the promise.

Second, I think one of the real revolutions of this decade, underneath the laundry list, is the shift from a remedial and therapeutic orientation to people problems--to a developmental, preventive orientation. Much of the new social legislation of this decade has this assumption. Instead of assuming the system is okay, and all we have to do is deal with the little adjustment problems of a few people who don't make it within the system, we have come to see there are defects within the system. Consequently, we have to shift over into dealing with environmental defects so that people grow up in a more positive development-oriented culture.

This is certainly one of the basic policy assumptions of the Poverty Program, the educational revolution, much of the new health legislation, and so forth. We don't really understand its magnitude because it is a marked shift from what we had for three or four decades before when we were concerned with treating problems, rather than preventing them.

This policy requires, then, a re-shaping of almost every institution, because most institutions were built on other assumptions. Every institution is now undone, the complacency of the 50's is gone, and in our own clumsy way we are trying to reshape all of the old institutions and hence, the people- and community-serving professions, to accommodate the new policy base that we have come to.

Also I think--and this is something which was clearer than ever to me after I went overseas and saw some of the developing nations--that in this country we have a very rapid rate of what one might call human evolution, wherein people change at a faster clip than ever before. The sociologists sometimes refer to this in terms of an inter-generational gap, where each generation of kids is a little more different than those of us who are in the parental generation. This means that we have different kinds of kids with different needs, with different perceptions, different motivations, different values--and this phenomenon is accelerating. Again the growth in this inter-generational gap has never been as clear as it is this particular election year. Since we adults don't understand this very well it means that the kids also find it hard to absorb and they tune out in frustration and confusion.

The failure of the adult generation to understand the kids increases the tension on all sides, and in some cases, leads to the kind of fear, hatred and resentment that is dominating the political scene of today.

Basic, I think, to an understanding of the problems of the city, are two kinds of strategic considerations. One is that we can no longer tolerate the fragmentation of our understanding in the past. If any of you think back seriously on the way we thought in the society of the 50's, and the way we think and behave in the 60's, there has been a fantastic move toward looking at things whole, seeing the interrelatedness of events and processes.

In my own city of Philadelphia, I can plot the new kinds of linkages that are developing between institutions, where these institutions never talked to each other ten years ago.

Having been a major broker or date arranger in some of these instances, it has been fascinating to begin to interrelate professional groups and institutional leaders who have never talked to each other before. This is only a tangible aspect of the more fundamental notions of urban community development where you can't describe institutions without looking at their linkage to the wholeness of the urban society. We really have no intellectual structure to do this at the moment. The intellectuals of the society, and the scientists within our institutions are still off on their fragmentation tear. They are still differentiating and not integrating. This gives those of us who are on the action side an enormous problem because we don't have the intellectual tools to look at things whole or to plan programs whole or to develop the linkages out of a sound intellectual or conceptual base. Moreover, we have no mechanism for getting there.

With all of the talk of interdisciplinary work, it is still an illusion in 99 percent of the cases where it is said to be attempted. We need to grow a new kind of intellectual who does play the integrated, interrelated, wholeness kind of game. But we don't have many people like that around today.

A second aspect, in addition to the strategy of wholism, is the need to look at social change mechanisms. We have come to the present decade with almost all institutions, having the implicit assumptions that they don't change, that they are stable, on-going structures. Now we have suddenly awakened to the fact of on-going change. But now the rate is accelerating and we have actually to plan the change mechanisms in the society. Sometimes this becomes a planning office, sometimes this becomes embodied in reform movements, sometimes this is embodied in the change of personnel.

Nonetheless, we need to think more systematically about change mechanisms so that we can begin to harness the discrete elements of the change processes and look at them in some proximity one to the other. We need to do this for institutions, for social processes, especially now that we are beginning to look at social processes across institutional lines, and we need to do this for people as well.

This is one of our real hang-ups in the universities and colleges today because we don't know how to look and define the differences of one student generation from the next. So we give them the same old business year after year, even though the kids and their needs change.

Basic to the understanding and development of these change processes is a little more open dealing with the value questions, because they are imbedded in all of this. We are still a little fearful of dealing with the problems of value evolution in society as well.

These are some of the imbedded problems of the city, and urban society that I see. Many of these same issues are in the small town in Florida of 15,000 or 25,000 population, but just haven't hit the public visibility yet as they have in the big city.

What has been our response? I think, heavily in this decade particularly, our response has been legislative. If you look at all at the New Frontier and Great Society legislation, first in the traditional areas of housing, manpower, health and education, you will find policy evolution. The new legislation is attempting to have these fields break out of this lethargy and move more into a new dynamic where the linkages between institutions are very often even built into the particular legislation. I would call this a positive response.

Then we have also gone into the kind of total systems approach to community development. The first generation, where I first learned to live with pain, stemmed from the President's Committee on Delinquency, and the Ford Foundation in the early 60's. Then came OEO, Model Cities, and also a sleeper program that most of you don't know about, called the Pilot Neighborhood Center Program which is a 14-city demonstration project. Here we have attempted for the first time to get away from the huge scale of OEO and Model Cities type programs to something based on a neighborhood level. None of these programs have been very successful. In none of them have we had an adequate conceptual or intellectual base to know what we are doing as we do it.

Thus, insofar as the city and the urban society in general is concerned, our policy and our legislation are really ahead of our capability, ahead of our intellectual capability, ahead of our program capability, and ahead of our personnel capability.

There is great tragedy in this. For example, if you read the anti-poverty law carefully and examine the social policy implications of the law, it is pretty venturesome. Yet since most of us do today what we did yesterday, just transferring a lot of us from one sector into an OEO program doesn't mean that we immediately implement that venturesome policy. Consequently, there is in the Economic Opportunity Act much that just hasn't been touched yet. Now that its political strength is pretty much gone, it never will be touched until we get to the next generation of this kind of program.

One can ask one's self, why don't we have the intellectual base, why don't we have the program concepts, why don't we have the personnel? I think we would find that something in our own back yards is absent, something that has left OEO and many of the other programs pretty much high and dry.

The view that begins to develop, then, out of all of this, is that there is much waste. Millions if not billions of dollars have been wasted this decade. Enormous human frustration has built up; the erosion of hope has been enormous, even though we have made some of these policy breakthroughs.

Some of the motivational research on the problems in individuals and in groups when there is a gap between their aspirations and achievements is instructive. When that gap becomes too large people tune out and move to socially deviant behavior or become a little lonely in the process. Unless this kind of function in man is monitored in some way, we may find with all of the good things we try to do we may also generate many additional problems which we really don't understand or know how to deal with.

Now let's look at the university. As a critic of the American university and its irrelevance I still think it is the best system that we have in the world. I was shocked on my around-the-world tour a couple of years ago to see what was going on in some of the university systems in other countries. I do think we have the best despite whatever criticism we might make. Winston Churchill said about democracy: "It is wasteful, inefficient, and time-consuming, but it is better than any other form of government man has defined." Perhaps we can say the same about our own institutions.

Certainly if you look at this from an international context, there is the unique historical contribution of the land-grant institutions, and the unique contributions, although largely unrecognized, of the urban institutions, like my own, which grew up in the nineteenth century in response to the upward mobility pressures of the immigrant generations and to the complexities of the changing urban economic scene of the nineteenth century. In spite of these, we have receded from some of the vitality that both of these kinds of institutions have had in the past.

I get more and more fascinated, as somebody who has grown up and lived in the big city all his life, as I read in history about the agriculture college, especially in the early part of this century. If you were to look at what the agriculture college had in terms of a systems view, it had a lovely little early-stage system where you had a linked program that started with knowledge generation, went on to technological innovation and problem solving, and then had a diffusion process out into the larger society, with a feedback loop coming back with criticism, new priorities and new hypotheses making for vitality and criticism at each point in the system.

One of the great historic errors of higher education is that we never took the agriculture model and generalized it to other parts of the university and other parts of the social enterprise.

Continuing education has related to the change process, but never quite in the same way that early agricultural extension did. I think it may be well worth examining that model in detail sometime to see what we can learn about the restructuring of our institutions at the present time.

The historical note that I want to make is that we have made a unique contribution to the idea of a university in this country, but we have receded from commitment to that uniqueness, and this is what we are going to have to get back to. More than any other university system in the world, American universities have been part of the change process.

Let's look for a few moments at the university of today as a total institution.

Education and research are the two broad functions that have priority in the institution. For those of us who know the innards of the university, research really has the top priority because it is the basic element in the reward system of the institution. Where the money and prestige go is usually where the priorities are.

One can ask, especially in the light of the old agriculture model, how are our research strategies formed? We all know that they are discipline oriented rather than problem oriented, fragmented in character to the point where the language and character of the science is more real than the reality that it presumes to investigate.

There are no linkages to the action world in terms of a process that takes basic knowledge and converts it in some way into technology of one kind or another. Similarly there is no real linkage back into the educational scene in a practical sense.

The heavy research emphasis, in the last 25 years for which the Federal Government is responsible, has made for an imbalance in the university from which all of us on the action side have really been suffering. The kids are now recognizing this because they know that education should be larger than science.

Secondly, there is education. When you really examine the assumptions of education as we practice it, especially in the undergraduate and graduate programs of our institutions, it follows the nineteenth century psychological model. We are still separating the cognitive from every other aspect of living.

The child development and family life people and the psychiatrists have been telling us for a half century that man must be seen as a total developing animal at any point in time. And yet, unhappily, we factor out that cognitive mental muscle and exercise it for four years, separating out all other aspects of the development process. Counseling is out there, separated somewhere. Extracurricular activities are out there somewhere. Other experiences of life are separated because they are not part of the "educational" process. And we have known for 50 years that that is a false model! As good bureaucrats we continue our ancient ways because that is the way good bureaucrats act.

The kids are getting restive because they are human development oriented in our secular age. They are looking for somebody to help them with their value dilemmas as kids, and they come into a situation which, science dominated, says, "I don't deal with values." While the faculty is going one way under the science push, the kids are really going another. Is it any wonder that the definition of education is coming under hostile scruting?

I mentioned earlier the point about human evolution and the change in generations. We don't have a way to monitor that kind of change as yet. Theoretically and technologically we have some of the basic instruments to do that. We have just admitted the largest national freshman class in history, and all that we know about them is their high school grades, their college board scores and a few letters of recommendation that we don't take seriously.

We need to know who they are as people, what they care about, what they worry about, what they want to be, what they want to do, and what they are in the aggregate. In this sense, we don't know anything about them. Yet, in the absence of such information we plan a detailed program for them to go through.

If we went to a doctor and were given a diagnosis and treatment under these conditions, we would pretty soon change doctors. And this is what the kids are essentially saying to us, with all of the rhetoric and protest. "Know me as a human being and help me develop." This is a different game than taking the same old boiler plate type of curriculum again.

We do have the capability to monitor this process, both for individuals and for groups, and we ought to exploit it.

I work very closely with the Philadelphia school system. One of the policy decisions we developed during a reform period where Richardson Dilworth, a former reform mayor came in as the board chairman, was that the whole basic module of education, the teacher and the self contained class, is a fake, and always has been a fake. It has only worked because most of us have our kids three-quarters educated by the time they go to school, and we put them into a system which insures their underdevelopment but which, because we live in a suburb, we think is pretty great.

Education doesn't work in the suburbs any better than it works in the inner city, except the inner city is screaming about it. Once the suburbs recognize how we underdevelop their kids, they are going to start screaming about it, too. This will happen because again some of the assumptions and the technology that we use just don't add up. They don't cater to the development of the individual in a total sense in any way.

Robert McNamara, in a speech to the World Bank earlier this week, talked about this in terms of the developing nation. He said that one of the things the World Bank had to do was to go after the whole problem of improving education in these areas, and suggested that we need to invest heavily in new technologies in order to get this done because of the shortage of relevant manpower. He used a nice phrase. He said to take education out of the handicraft stage, and put it into the new technology stage. In effect we are still running American education as a handicraft industry.

Consider another side of education, its role in manpower development. We talk to our people in our Business School and they tell us that the economy is in a process of accelerating change, that all of us will have three kinds of careers in our own lifetime, and that manpower development has to be an ongoing process in the society. Yet I know of no university or school system in this country that monitors what the changing manpower need is in a present or future-oriented way.

Yet how can you plan a training program, professional, nonprofessional, blue collar, what you will, that is future-oriented for the economy of the 70's and 80's unless you do this kind of monitoring? We can't produce programs--educational, professional, or non-professional programs--which are oriented to today. When kids out of my college of education are graduated they are clearly a generation behind the practice field.

It is socially inefficient, it is humanly wasteful, and it is intellectually stupid to behave this way, but we manage to continue and call it academic freedom.

Even in continuing education and extension work, I think all of us would agree, in the light of the change process, the very scope of continuing education only begins to meet a fragment of the need. If we are going to reshape all professional and non-professional manpower as their host institutions undergo renovation and change in the coming decades, we almost have to invest as much if not more in continuing education as we do in its pre-service aspects. Yet all of us know in terms of our own operations where we stand, i.e. in terms of budget, in terms of prestige, in terms of linkage to where the changes need to occur.

We are growing. As I go to these meetings and hear about one university which has a $15 million extension budget, and another university spends $18 million, I think that is a drop in the bucket compared to the need, and we have to begin to make the case for the real need.

Moreover, continuing education without a connection to the problem-solving process meets only a fragment of the problem.

If you go back to the agriculture model, there was a problem-solving model which was enormously inventive and innovative for American agriculture. That problem-solving process in the urban sector has never been duplicated. One of my great hopes for Title I, as yet unrealized, was that it could really stimulate new concepts of what the problem-solving process ought to be.

My overall impression of the performance of the American university suggests that we failed to use our intellect on ourselves. We have done little analysis and conceptualization and we resort to catechism very often. We fail to plan our monetary reality, the reality of the students, the manpower needs, the larger needs of the society, the immediate environment. And here I would like to pause and talk about the special problems, especially for those of us in the big cities, of our neighborhood relations.

You will find that no book on the university talks about the university as a neighbor to the people right around it. Yet it is there and is making demands. If you connect to the neighborhood as a good neighbor, to the larger institutional network, all kinds of things are possible and you become a far more vital institution as a result. This is the lesson we have learned at Temple University in the last two years.

How do we reconcile the evolving and deepening needs of an urban society, including the smaller cities, and the university? My own view is that no band-aid approach will work. It is more than a bigger and better extension system. It is a major restructuring of the institution as a whole, employing intellect, science and technology, maybe for the first time. But it is essentially a problem of reform, I think, rather than the old S.D.S. ashes and phoenix approach which has been proposed in recent years.

I think if we look at it in terms of the major needs of the society, we can begin to get a handle on the tactics. One of the key functions that our urban society requires is the human development approach, from cradle to grave, so that we develop citizen competence and strength to withstand and cope with the complexity and the bureaucracy of an urban society.

There is also the manpower function for the changing needs of the economy. Very often you get into a fight with your colleagues when you talk about professional or vocational preparation because then you are making a drone out of the human being. Well, obviously, we all have an economic role to play in the society and we all are people in the more total sense as well. And to be sure, one's educational experience ought to be "tensioned" between these two objectives.

Somebody who is preparing you to be a "new" teacher ought to be pushing what the requirements of that ought to be, and somebody who is paying attention to your total development ought to talk about the defects of being oriented only to a professional role and not being a critic of one's profession or one's bureaucracy.

I am not concerned with building tension and conflict into people because that is what we all have anyway, if we are any good.

We need new kinds of monitoring devices which need to be future-oriented, as to people and as to institutions. We need more and differentiated kinds of personnel in the university--for the emerging extension tasks, but also so that the kids can relate and identify with more than the lock-step research professor. We need to allow kids a broad range of role models to identify with, and we don't do this at the moment. We need to utilize the new technology, that we invent for others, on ourselves for the first time. In other words, we need to develop a rational change process.

One phrase that I no longer use is the ancient "teaching, research and service." I no longer use the phrase "service" because it immediately turns all my colleagues off and I don't win any debating point with them. I now emphasize the problem-solving and social invention process, because this is what we are really heavily concerned about when we talk about service in the university.

This is an intellectual process in its own right, and one in which you can directly confront the social scientists who don't want to play in our extension game. I always remind my social scientist friends that they are following, in error, the physicists' model. They are looking for knowledge under a rock. But social knowledge comes out of social change. If you get into the social analysis and invention process, you are at the same time creating new knowledge. You can write your potboilers and your books anyway.

We need also to build up the dissemination diffusion mechanism which we had in the old days, in the cow college era, but which we really don't have today. And some of the Title I programs are in this direction.

To me the university is no longer an institution for education, research, and service. It is really an instrument for human and societal development. I deeply believe the latter and I don't mean in any way to detract from the research or the scholarship function because I also deeply believe that it is a strength of a society to invest in research and scholarship. It is a deferred service, an investment in the future, if you will. Many of the labor economists are talking about research and scholarship as a deferred service category in their listing of goods and services.

I have been talking in generalities and I would like to spend the last few minutes talking about my own institution and my own experiences. You could very properly ask, "Okay, fellow. You have given us all of that. What are you doing yourself? Is anything like this happening at your institution?"

I think we are on a kind of evolutionary track, moving toward some of these things, some of them a little further along than others. And I would say that we owe more to our black neighbors in Philadelphia for pushing us in this direction than we owe to our own vaunted intellect.

Temple University is in the heart of the north Philadelphia ghetto. In recent years it has grown very rapidly. We have been adding full and part-time students at a rate of about 2,000 a year. We are now up to 45,000 full and part-time. Physical expansion has been enormous. We are a hungry institution in many dimensions. We became state-related just three years ago, with additional state support and reduction of tuition.

But in many ways we still have the hangover from an earlier sort of reaching for the Ivy League model, where there is great concern, especially in the faculty, about linking into an urban society. Happily, the administration has allowed a number of us to play our own community games over the past ten years.

When we had our last Middle States Association evaluation we could list 300 community service programs which caused them to come back at us and say, "We think you are doing entirely too much in the community." Our evaluators suggested a moratorium, to straighten ourselves out. Meanwhile the community was beginning to beat on us, saying, "Man, you are not doing nothing." We had to negotiate between these two points of view.

About five years ago we began, at the administrative level, to make a rhetorical commitment to the notion of the urban university, but we felt a little bit short on the policy at that time. We are getting increasing pressure from all urban institutions to become more relevant.

I think the thing which has really pushed us in the last two years has been the confrontation with our own neighbors in North Philadelphia. One little incident can illustrate what it used to be like. About ten years ago the neighborhood wanted to engage in dialogue with the university and everyone was walking hat in hand, and saying, "Yassuh" at that time. They wanted to get our attention, not by swatting us with a 2 x 4, but by giving us an award. We had never done a damned thing for them, and they wanted to give us an award for being a good neighbor.

So we said, "Sure, we will accept the award." We gave them a room, where they could come and give us an award. They wanted one of the choirs to come and sing in honor of us, so we said, "Sure, choir, sing." They said, "We will need a piano." Fine. We moved the piano. And it was a beautiful ceremony with tea and cakes; the ladies sang and made pretty speeches. And the next week we sent them a bill for moving the bloody piano!!

Two years ago, one of our deans had the idea of building a 30-story dormitory. You know about edifice complexes and things like that. This was on a block in which home ownership was high. The community at that time said, "Enough! No 30-story building; no more buildings. You are to stop where you are."

Some of us who had been saying for some years that this was going to happen felt vindicated. Others in the administration said, "Somebody is out there."

I then got my first insight into a very substantial schizophrenia in higher education inner city institutions. The schizophrenia is that one of the key campus planning assumptions of inner city universities is that the community does not exist. I am deadly serious about it. We are really men of good will, good Christian gentlemen who go to church, and teach men's Bible classes and other things, and we do not know the community exists. For ten years we had been developing a campus, destroying the community around us systematically, in league with the local city planning commission, the local redevelopment agency, the state authorities and HUD. We had all been in league to destroy the community and insure blight at our periphery, which just decreased the safety of our own students and faculty. And we didn't know what we were doing!

It took this 2 x 4 across the face to stop that. We began to look at that. Then the confrontation began and many of the more militant leaders came on the campus and said, "We are going to burn your fireproof buildings down," and they got our attention.

Several things began to happen. One, we began to recognize--and this was a fairly substantial intellectual insight--that you really can't develop a campus without developing the community around it, that these things go hand in hand. We also realized that there isn't a technology to do this. The planners do not know how to do this. One of the things we agreed to do was to put our needs and the community's needs in a common planning framework, which both sides would oversee. In addition to the technology of this, we would develop a political trade-off system, since now we both had power and nobody had supreme power to overcome the other. We would develop a trade-off system in the grand American tradition.

Secondly, we recognized, after being told, that we had the choice of being either a good or bad neighbor. We were either for or against the community. Ethical neutrality, which was our bag before, was no longer possible. They said, "If you are neutral, you are against us." So we decided we were for them. This meant that they said, "We want you to help with our housing, education, health and all these other kinds of problems." We said, "Okay, but we don't know how," because we recognized that we really don't know how to go at this.

We have had, in the last year, an extensive policy inquiry. Do we relate to this neighborhood and the larger urban challenge as a whole, as a total university, or do we create a little operation in the periphery that leaves the rest of us virginal as this thing unfolds? We have come to the view that really we have to look at this thing whole and deal with it whole, with every school and college in the university getting into the act, developing an urban agenda, and a neighborhood agenda of some sort.

We ask, "What is the task? Is it service?"

"Well, no, not really service. Part of it is to get other institutions to do their job a little more efficiently. So we say the task is problem-solving and social invention."

"Do we have the personnel to do this?"

"Well, gee, not really."

"What should we do? Should we remake the professors or bring in new types?"

We have kind of come to the view that we have to bring in new types. But then they have to go into the schools and colleges and have status with the old types. And that is a bit of a problem. But that is what we are going to do. This gives the administration a lot more responsibility to make this elephant fly. It means that the deans are now responsible and accountable for developing the agenda, for some implementation, for the linking into the urban systems, and for the sheltering of the new breed of cat until the attitudes are such that you have a single class of professors.

The central administration then has to do the overall monitoring, planning, coordinating, and easing tension between central administration and the schools and colleges. And all of this is in process at the moment.

We are kind of excited about some of the intellectual challenges and, amazingly, a good part of our faculty is with it now. The students have helped that.

This year we have admitted over 400 high risk black students from the neighborhood as a kind of gesture that we are interested in their problems. We are beginning to provide increasing technical assistance to the neighborhoods, part of which goes into meeting immediate needs and also doing a kind of continuing education on what the new look in each of the problem areas is.

For example, they want a health center and they think of the garden variety health center, which is just an extension of the old charity model. So we say, "Gee, maybe we ought to think about a single class of health care in the nation," and we begin to play around with an experimental health insurance principle. As it turns out, the Secretary of Welfare in Harrisburg is ready to think about such a principle.

So we begin to relate some of the new ideas and new technologies to the energy of the ghetto.

We have an evolving role with a number of institutions now that we never used to talk much about. In my office there is a Student Community Action Center. Not for credit yet, but these kids worked in the Spanish community this summer, creating a Federation of Hispanic Students, helping four hundred of them to take pride in their background and to be motivated to achieve. We sent two dozen of them down to Puerto Rico for two weeks to do an exploration on what their heritage is and to report back.

We began to attack white racism on the "Mainline" of Philadelphia (this was in the papers the day before I came down). I regretted that it hit the papers, but in working with some churches and high school kids out there, the kids created a free high school out on the all-white Mainline, so they could free themselves from the "cultural deprivation of their affluence." You can imagine how that went over.

I think in the long term, internally, we are now committed to an expanded and comprehensive planning process as a more rational change device in the institution, rather than just going at the bits and pieces as we have done thus far.

We are a little bit in process. There are many struggles and fights and scars to gain in the years ahead.

I think Washington might learn from this. While we have "new look" programs in Title I, there are many other Washington programs that serve higher education that are essentially destructive of the things I have been talking about. There is fragmentation in training programs, research programs, and in some of the service areas. Somebody in Washington needs to look at the wholeness of this.

To conclude, as you can see, I deeply believe that the university is a fulcrum institution in a change-oriented society. Just as ideas began to harness the wild oscillations of the business cycle, so ideas and their implementation must begin to harness the wild oscillations of the change process.

Will we make it? I am a scarred optimist, but I must go with Thornton Wilder. I think we will, but as always by the skin of our teeth.

EXPLORING WORKING MODELS FOR URBAN COMMUNITY SERVICE: A PANEL DISCUSSION

Moderated by
Atlee Shidler, Director of
Educational Programs
Washington Center for Metropolitan Studies

MR. SHIDLER: As you might imagine, this panel has conferred. We conferred with the leaders of the discussion groups yesterday. We have tried to reflect a little, both individually and collectively, on the speeches and panelists' remarks of the day before yesterday. And out of that process, we have tried to identify some issues, or sets of questions, that merit further consideration by this group this morning and by the panel.

These issues and questions will be stated for the most part in general terms with reference to the university in urban affairs, rather than in strictly Title I terms. But I think that they all have implications for Title I, its limited funding notwithstanding.

What I will do to open the panel is to state these issues and questions. I am sure that the panel itself will introduce others, and there no doubt will be others stated from the floor.

As panelists, we will then address ourselves to these issues, not directly, but indirectly in connection with describing our models for university engagement or intervention in urban affairs.

By models we don't mean blueprints that we think you should take home tomorrow and introduce to your advisory councils next week. What we are talking about are approaches that we think are appropriate to the particular configurations of the academic and urban life in which we happen to operate as individuals.

That is not to say we don't think there are some general principles, nor is it to say that we necessarily agree with each other as to the appropriateness of the other's models, even for his situation.

The panel made the mistake of sending me home last night and asking me to try to list these issues. So I will assume responsibility for them, but I think that for the most part, they represent the discussions of the conference and of the panel. At any rate, here they are:

- How should we view the urban scene--as a set of problems, housing, transportation, employment, you name it--or, as a set of intricately interrelated systems and processes that must be observed, analyzed and influenced over time into the indefinite future? Much has been said at this conference about organic approaches and interdisciplinary approaches, about wholeness and systems, et cetera.

- Can we do the community service and continuing education job in the field of urban affairs without a strong urban research base? How can we increase our own knowledge of the cities and metropolitan areas in our respective states? Can we utilize Title I to stimulate research? How can we find and make better use of what urban research is already available?

- How should universities organize for intervention in the urban development process? In extension and continuing education divisions? In university urban studies, or urban affairs centers? In consortia? In independent inter-university centers? Through some wholesale restructuring of the university? Or through the urban subversion of the university curriculum?

- Is it important for universities in community service relative to urban affairs to try to do mainly those things that will feed back into teaching, curriculum development and research?

- Under what circumstances should universities perform social services that are normally and generally provided by other agencies?

- Can we better increase the impact of Title I by relating it not just to other kinds of action programs or to action programs such as Model Cities, but to other education and training programs such as Title VIII, the Education Professions Development Act and the new Public Service Education Act, which is now Title IX of the Higher Education Act, and which may or may not have been funded this year?

- How should programs be developed? By faculty acting alone? By conducting street-corner interviews? What is the university's role in defining the issues in the urban community with which it will deal?

- How can we strike a balance between the need to mass Title I resources in more programatic ways, and the need to stimulate wider academic involvement in urban affairs?

- Are we too preoccupied with the current pathologies of the urban scene and too little concerned with the future direction of urban growth? Robert Wood told us that there will be another hundred million Americans, urban, suburban and metropolitan, in the next twenty to thirty years. What kind of attention are we giving to that prospect? Are we too narrowly preoccupied with "inner-city problems" and overlooking the metropolitan dimensions of inner city needs and problems?

- How are we going to evaluate the enormous development programs that are already upon us and the many more that are coming? How are we going to provide an adequate supply of broadly administrative, professional, and technical manpower, not to mention subprofessional manpower, to operate these programs? How do we determine an appropriate curriculum?

- How can universities help inner-city black communities achieve the leadership and the structure required to make effective use of the political power that they are now acquiring? How much priority should be given to this objective by Title I and by universities?

- What can universities contribute to preserving, perfecting and stabilizing the democratic processes in the kind of period that Professor Niebuhr described this morning?

- How can the fears, anxieties and alienation of lower middle-class whites be alleviated, and what is the university role in that dimension of the urban problem?

- Can or should universities have specific reform objectives? If not, how can faculty, who have those objectives, use their talents productively?

I didn't try to organize those issues in any logical way.

And I am sure we left some out. But those are some of the things that you have all been talking about in the last two days, insofar as we could determine from talking with the discussion leaders, and among ourselves.

Our panelists and I will talk briefly about four different kinds of approaches, or four different kinds of models. The first to speak will be Dr. Kenneth Haygood, Dean of Continuing Education, Cleveland State University.

DR. HAYGOOD: I am going to talk about a "working model" for a publicly supported metropolitan university, building on some of our thinking at Cleveland State University.

However, it is a little premature to talk about Cleveland State University as a model, since I have been there only three months, and we have established no official position on many of the matters I will be discussing. But, in an educational setting like this, I hope you will understand that I am talking about things that I hope may happen, but have not actually occurred.

I went to Cleveland State University because I believe it is a place where we can implement some of the ideas that have been developed over a period of time, mostly by other people, but which I have picked up as I have watched the growth and decline of many continuing education programs at institutions of higher education.

Let me tell you about Cleveland State University. It is a new university--and it is an old university. It is a new university, four years old, built upon a private college, Fenn College.

There are now about 8,000 students, and about 7,500 Fenn College alumni, many of whom are in important business and political positions throughout the State of Ohio.

It is a public institution, and as such is caught up in the various political pressures that make up the environment of public institutions.

It is located in the downtown area, 24th and Euclid, for those of you who know the area. That puts it right between the business community and the ghetto area of Hough.

Symbolically, it is a perfect place for someone interested in continuing education and community problem-solving programs. The university has, from the very beginning, been identified as an urban university, but we really have not yet defined what we mean by that. The term is one that we are groping to understand; to find the ways in which it can be given meaning.

Cleveland State University is organized in a traditional way. It has bachelors programs, a few masters, and some discussions of PhD programs in the future. It has four of the traditional colleges: Engineering, Arts and Sciences, Business, and Education.

We also have continuing education, which is now floating about within the university. That is, we haven't pinned it down as a college, school, division, or whatever, waiting until we see how it can best fit into the entire university as an integral part.

We have an Institute for Urban Studies which also is floating around as a semi-autonomous unit. These are the main elements of Cleveland State University.

There is a great deal of concern with relating the university to the Cleveland area. That is, we do not see ourselves, although we are a state university, as working on a state-wide basis. We are concerned primarily with the Cleveland metropolitan area and, therefore, I believe that the destiny of Cleveland State University is tied to the future of the metropolitan area. In many social, economic, and political ways we are linked to a constellation of institutions and groups, which together form the outline of a constantly changing and developing metropolitan organism.

I think of the university as an element in a larger educational system which is made up of the public school system, the public and private institutions of higher education, the proprietary schools, the educational programs of business, government and voluntary organizations, and others. Our university's continuing education program is linked to the entire metropolitan educational system.

How well we perform our function as a university continuing education program will depend on how effectively we link up with and help build the entire educational system in the metropolitan area.

I also believe that our survival as a university depends upon the active support of the black community and of the young people in the Cleveland area. We do not yet have as much support from these areas as I think is necessary but that is mainly because we have done little to develop it.

The third thing I believe is that we have the opportunity at Cleveland State University to develop a continuing education and community problem-solving program which is a natural part of the total mission of the university. At Cleveland State we have always talked about continuing education being an integral part of the program, with regular university status for staff and faculty members according to the quality of the work they do, whether it is in research, publishing or continuing education.

My perspective is that of one concerned with continuing education programs that not only contribute to community problem-solving but also are vital forces in the long-range development of individuals and of the communities in which they live; that is, with human development and community development, using continuing education as a means for bringing about this development.

In terms of a kind of "working model," I don't think that we have anything dramatically new to offer. We build very much on the same notions as Dr. Niebuhr, the previous speaker. The first notion is that we see the entire metropolitan community as the basis of our operation, with some programs on campus, some off. This means that we have to have staff to work in the community.

Another point is that continuing education must be integrated into the academic units of the university. We have discussed this a great deal at this conference. The mechanism we are using at Cleveland State University is to make our first appointments in continuing education jointly with the four colleges. This procedure assures that staff members in the field of continuing education serve also as faculty-administrators in each college. This means that when we have a continuing education staff meeting we have representatives from each of the colleges on our own staff. Likewise, when the colleges have departmental or faculty meetings we have representatives of continuing education there. These links through joint appointments are crucial. Some of you who know the Michigan State University system recognize it. It is not a new idea.

The other thing that I think is important is that continuing education at Cleveland State University has, as one of its major jobs, the creation of learning opportunities that help the university as a whole to explore new approaches in the metropolitan community. We are not concerned just about the inner city area, nor just about the suburban area. We are going to try to create a mix. The two areas have such an interrelated destiny that it is very hard to separate them. We are giving a higher priority to inner city problems right now. That is the community in which we physically exist so it makes sense. But basically continuing education is to help the university move out into the metropolitan community and to explore ways in which the faculty, the staff, and members of the community can be available to perform new missions.

Now I come to a point where I may have a different view of the role of continuing education in the metropolitan area than some of my colleagues. I see the university's major function as that of providing leadership in the metropolitan community, to aggressively seek to establish a variety of educational elements within the metropolitan system that build an effective program of continuing education which serves all of the people. What this position boils down to is the tough decision to spend some of the time and resources of continuing education to help others develop their programs rather than to spend that time on developing our own program. In the short run this means that we will not develop CSU programs as rapidly as some would like. In the long run it means that the community will be better served by the total continuing education system. I feel this is important because the role of the university is to help others develop their competence to do their continuing education jobs, whether it is a school, welfare agency, church, city government, or whatever.

I also believe that at times you have to get out there and get something started, which is what Federal City College is trying to do and is what makes their community education approach so impressive. They are out in the community. They are initiating activities. But if Federal City College, or any other university, tries to do the whole job by itself and does not move to develop the competence of other institutions and organizations to carry out their respective continuing education functions then I would have some serious questions about the role of continuing education and extension at that institution.

Before closing, I would like to identify some of the elements in the model of a comprehensive, metropolitan system of continuing education that are necessary if the total system is to function effectively in serving the needs of the community for adult education and problem-solving programs.

1. The first element that must be created is a metropolitan-wide organization that links together the institutions and agencies that provide continuing education.

2. There must be a single location, not necessarily at the university, where adults can come for counseling, testing and referral about continuing education and community problem-solving programs that are available to them and within their reach.

3. There should be a research unit with the capacity for continuous assessment of the continuing education needs of the community.

4. There should be a place for the development of curricula and materials for continuing education and community problem-solving programs; a kind of program development and resource center.

5. Another need is for an experimental lab for research on new learning approaches for adults and particularly for finding more effective ways to involve the community.

6. We need a professional development program for continuing education and extension personnel, to be located at the university.

7. A field staff for community extension is needed. This does not necessarily have to be at a university. In Cleveland we are talking with the Cuyahoga County Cooperative Extension Service. They may ultimately provide the field staff to which Cleveland State University and others can be linked.

8. There needs to be a linkage between our metropolitan system of continuing education and the state-wide system. We have already begun to do this by organizing the Ohio Council on Higher Continuing Education, so that we now have a state-wide organization of institutions of higher education.

With the implementation of this model for a metropolitan system of continuing education ultimately it will be possible for all adults to obtain educational opportunities that are accessible and appropriate--enabling them to further their development as individual human beings and to contribute to the development of their metropolitan community.

MR. SHIDLER: Our next panelist is Mr. Byron Johnson, Director, Center for Urban Affairs, University of Colorado.

MR. JOHNSON: I made the mistake of answering a question from a former student of mine at San Francisco State 18 months ago to describe what I thought the challenge of the city to the university was. That would have been all right if I had left the manuscript in San Francisco. Unfortunately, it circulated also at the University of Colorado, and I brought a few copies along.

In the course of those remarks I noted that the university has been running away from the city ever since Abelard left Paris in the early year 1121. And while he went back after a brief experience at Paracleet the Dons who left him to go to London didn't stay in London. They went to Oxford and Cambridge, and they set the pattern which continued, so that when Harvard was looking for a place to light they chose Cambridge as being spotless from the contagion of Godless Boston.

I'm afraid the good burghers of Wisconsin made the same choice in that lovely isthmus between the Lakes at Madison.

Columbia University was put way up in Morningside far away from New York City. And of course, Berkeley was located where it would not be under the contagion of San Francisco.

Ann Arbor is far away from Detroit. And thus our university students are protected. And more especially our faculty are protected from any embarrassment of contamination with the affairs of major cities.

The patterns of eight hundred years ago have been plaguing us down to the last ten or fifteen years, but are we beginning to get the message? I have sometimes suggested that as we grow closer together, we grow farther apart, and I'm afraid that is true even of college faculties. But why?

I think the university needs to be understood in terms of its own characteristics. It is future oriented, not just concerned with the immediate, but with the entire lifetime of its students. It explores knowledge for its long-run ultimate benefits.

The university is also discipline oriented. The faculty member is devoted not to his institution because he may leave that, but to his career and his discipline. He wants to know how to take the next steps up the ladder within that career.

We like to pretend that our university is a universal entity which sees all of mankind. We see ourselves as providing security, prestige, status, and freedom; we like to believe that our strength lies not in what we do, but in the ideas we generate and the students we train. We have a history which warns us of the "dangers" of making bureaucrats out of our staff members or getting caught in town-gown controversies, or becoming captives of an immediate community or the problems of an immediate moment.

Well, those are some of the handicaps and strengths. But the university is also a reservoir of intellectual talent. It must remain so to do its total job, both cosmic and cosmopolitan. It is in fact a transfer agent. It does spin off persons with high energy potential. And under these circumstances there are some things it can do. It can become not just wholly discipline-oriented but also problem oriented. It can learn to think in other categories.

Now, to do this the university will have to make some changes. It will have to modify its own status system, provide an internal promotion system that gives more weight to public service than to publications.

Public service must be honored by salary as well as rank, and accepted as an appropriate and significant assignment. It will require more adequate funding. We haven't learned about that yet, but we are working on it.

The grant system is beginning to serve the purpose and I am grateful for Title I. Much greater support must be sought from all sources and the grant system further designed to provide greater attention to the urban problems.

Take a minute to look at the research and development money we are spending. We talk about research as a function--53 percent of the $1.3 billion we spent in 1964 went to life science, 24 percent ~~to~~ the physical sciences, 12.8 percent to engineering, 6 percent to all of the social sciences put together, 3 percent to psychology, and 1 percent to the sciences. The federal government put up 72 percent of the total which indicates that the state and local governments still don't quite believe in research as a major function, nor does private industry.

The university has to see that all the bills get paid. It must allow a time span equal to the assigned task. It must recruit competent staff members and give them opportunity for study and action. It must give the students and the community time for involvement and interaction. We have to avoid a hurry for demonstrable results. I trust the people who make grants understand this, and sometimes I wish the community understood it.

The university will also have to tackle the kinds of problems we have been describing through more than a single discipline. If we could be saved by single disciplines, we should long since have been saved, because that is the way we have been working.

The depth of our despair suggests a new approach is needed. Those who design programs must use a total strategy. We must assure that the findings that the faculty members make, the research which they do, isn't simply a note in a bottle cast upon the sea of academic publications in the hope that some poor guy will pick the bottle up, open it, read the message and find it useful. We had better see to it that the messages we produce are followed through to the point where action results.

The thalidomide information lay in some office in HEW before it reached the desk of the gal who did something about it. Needless to say, the Department changed its follow-through program once the damage became widely understood. The failure to follow-through can be just as deadly for the rest of the community as it was for the mothers who took thalidomide because of the failure to follow through on information transmission.

The university will have to move forward in a multi-faceted approach. There is no single approach. And I am not sure that systems analysis will save us, but certainly we ought to try using it. The university should provide an all-university center for urban studies for urban design and for urban action, because only the university, the whole university, can be sufficiently innovative and see the whole urban design.

The university has a tradition of concern for the well-being of society. It must now extend that to the exploding metropolis.

I suggested all these things and what happened was the Dean of Arts and Sciences, Denver Center, said, "Fine, you're chairman of the center on urban affairs."

So we made a study of what all the urban interests, concerns and activities were of all the university departments, and finally this spring, the vice president in charge of the Denver Center created a Center for Urban Affairs. And to make this multidisciplinary, my associate, Dan Schler, who is also state director of Title I, was teamed with another associate director, the head of the Architectural School of Urban Design.

We have an advisory committee which is drawn from every school of the university--medicine, engineering, business, education, as well as arts and sciences. We will also add lawyers sooner or later. We are thinking about naming those academicians who are working at the Urban Affairs Center associates of the center. We won't give them any money, but we will give them extra hats to wear for such joy as they may take from that.

The university has, it seems to me, several kinds of responsibilities in answer to the questions that have been posed by our chairman. And I would make the first of these no longer research, no longer teaching, but action. If research and teaching would save us, we should have been saved, and obviously we have not yet been saved.

Yes, I would put action up at the top of the list of priorities. The university should be the point of contact with the civic and public community. Call it extension, call it extramural, call it what you will. It is the agency to administer contracts in urban affairs for research, to be sure, but also for operations and to run seminars for the whole community.

We do teach and we have organized a multi-disciplinary seminar in urban affairs. So far this includes architecture, economics, political science, public administration, sociology, and a smattering of other disciplines. This seminar will probably serve as our central reference point for students from all of the disciplines who have interests in urban affairs. We are hoping this next term to add to that mix Ken Bolding's excellent contributions in the whole field of general systems.

No decision has yet been reached on whether we will have a graduate course in urban affairs, but the pressure is on from some of the students inside the university and from others on the outside.

We expect to add a research and publications series that will stimulate action, not merely be one more scholarly journal.

What does all this mean? What it means, for example, is that we have been working with the emerging Metro-Denver Coalition for action. We hope to find volunteer and consultant staff both inside the university and out. We have brought together the ten schools in the metropolitan area to work with the urban coalition and work with each other in urban research and urban action.

We are administering a study of criteria for developing new towns. We are taking a look at how systems analysis would fit if you had a clean sheet of ground to work with. And we have brought business and government people, along with academics, into this activity. We are administering a new careers program and we have discovered you can't do anything without getting flak.

We hope to put 20 students in the police department. There are those in the police department who trust we won't, particularly since in one of the health and welfare systems we hired one of the Black Panthers, a very able fellow who, after he got through posing, turned out to be quite reasonable. But we've gotten adjusted to the necessity that he first put on his act.

We hope that this kind of a program will be an aid to continuing enrollment in the university. The program, however, will recognize that the university has a unique role to serve in the community.

Just for fun, we are initiating a National Seminar on Urban Transportation for Tomorrow. Technically, none of this is involved in Title I. Yet actually, if we hadn't had the full cooperation of the Title I staff and the Bureau of Community Services, and their willingness to work with us harmoniously all the way down the line, much of this would have been impossible.

We use whichever channel fits at a given time. We don't feel we're in competition. No one feels threatened. We are trying to establish a warm relationship in a program which is barely started.

On the whole, those of us who are in it are enjoying it. Needless to say, there are some of the faculty who aren't yet in it who aren't enjoying it. And they are telling the Dean about this. Since he named the Committee, I'm leaving it to him to take the heat off. That's what we pay Deans for; regardless of how many brains they have, they need thick hides. And since they are smart enough to appoint us, they must have some brains.

The academic community must recruit persons who see the possibility of a meaningful career in urban affairs, i.e. in the urban side of their own specialties. We have been somewhat successful in recruiting about four such people, but it is not always easy to retool the academic who thinks about publications and not about action as his route to advance. You have to have some freedom in staffing, both academic and non-academic, so that you can spin things off. Don't make the mistake, once you've got something going, of becoming entrapped by it so that you are no longer free to go on doing program planning and program evaluation. You've got to have a willingness to give things away.

The tragedy of most institutional structures, public and private, federal, state and local, is that they want to hang on to everything they've built. The city is not just a client to be served, it is a laboratory for research--research that is more meaningful because it follows through to action.

The city is the parent; it is the sustainer. It provides for the student's well-being in the community as well as producing the client.

The university has more freedom than almost any other group in the social system. It has many members in one body. Each serves in a somewhat different function, but each also sustains the other and should not be in unnecessary competition with it.

In that way we view the center as simply one more tool for service in the city, in the university, in the community, in the nation.

MR. SHIDLER: Thank you Byron. I will try to talk briefly and in descriptive rather than philosophical terms.

The Washington Center for Metropolitan Studies is an independent, non-profit corporation. Its geographic area of concern is the Washington metropolitan area, an area which now has three million people and has grown in population during the last eight years by 42 percent.

It has serving on its board of trustees the presidents of the five private universities in the District of Columbia, the University of Virginia, the University of Maryland, and the Federal City College.

It is basically an applied research and continuing education type of institution. It works hard to get its research fed into places where the action is.

How does the Center relate to the universities? We have no students and we offer no degrees, but some of our staff teach. The president is a professor of government at American University. Elden Jacobson, whom I am sure you have all met, teaches sociology at G.W. Another staff person teaches geography at the University of Maryland, and another teaches at the U.S. Department of Agriculture Graduate School.

Each semester six of the seven institutions of higher education whose presidents are on our board release one faculty member half time to serve as a fellow at the Center. This faculty fellow's program is as yet poorly articulated with our research program, but we are making progress on that.

We work also with an inter-university faculty committee on urban studies, to which each of these institutions names up to four people.

For the past year the Center has been planning its future program. We have been working with Robert Wood's urban observatory idea, not only in the limited sense of linking universities and city halls but rather in the much broader sense of a systematic interdisciplinary observation and analysis over time of the growth and development of this metropolitan area.

We know we can't take in the total life of the metropolitan area. Therefore, we have decided to focus our efforts on three basic systems: The system of government, at the neighborhood, city, suburban, and metropolitan levels; the system of social and physical development, particularly where these intersect in terms of housing, employment, transportation and new town development; and third, the system of higher education as such, with reference to urban affairs and urban studies.

As an institution we assert certain fundamental values, including the perfection of the democratic process in a metropolitan setting, equal opportunity for all citizens in the metropolitan area and a more rational system of physical and social development in the region.

We have defined specific objectives within the three systems in which our program is focused, and we can do that somewhat easier than the universities can. The university presidents who sit on our board recognize that the objectives that we have defined for the Center are not necessarily the objectives of the universities over which they preside.

The Center is committed to the reorganization of local government. We are committed to the rationalization of the federal interests in this metropolitan area. There is no one federal interest but many conflicting and overlapping federal interests.

We are committed to the strengthening of the Metropolitan Washington Council of Government as an instrument of metropolitan politics.

We are committed to the desegregation of the housing market in the metropolitan area.

We are committed to the dominance of a new town pattern of further growth and development over a sprawl pattern.

These are some of the kinds of commitments that we have made in our program.

In the university development field we believe that each of the participating universities has got to organize itself for urban studies and other urban affairs matters. We are trying to help that in a number of ways, partly by providing staff support to emerging interdepartmental committees.

The University of Maryland, which is furthest along on this, has a very broadly based urban studies committee, with about 15 to 20 departments and schools involved. Each of the other universities is moving in this direction. The Federal City College now has an emerging faculty group with special interests in urban affairs.

We are trying to find funds to support individual faculty and student research, student fellowships and scholarships. We are exploring the possibility of a Consortium school of urban development in Washington, which would have national dimensions as well as local ones.

Those are some of the kinds of things we are doing with universities.

We believe that the observing-analyzing-influencing function of the Center cannot go on entirely in one downtown location.

Nor can it be done adequately with just the staff we have. We think it can be done only if university talent is mobilized and made part of the program.

We are going to organize several divisions of the Center, one in city hall, one in the inner city, one in a place probably like Fort Lincoln, which is a new town in-town that hopefully will get developed in Washington, and one or more in the suburbs. We conceive these divisions as primarily university outposts. Although they will be administered by a person on the staff of the Center, most of the work will be done by teams of faculty. The divisions are not to be just places where research will be done, but also sites where classes will be taught, where students will serve internships, where faculty will serve internships, where all kinds of day to day technical assistance will be provided to whatever the clientele of that area happens to be.

We see this as a necessary experiential component of universities dealing with urban affairs. Some of the faculty who participate in these teams will be on leave from their university full-time for a semester or a year, possibly continuing to teach one course. Others will participate only in the summer or only on an overload basis.

We are trying to help, among other things, develop a cadre of faculty in a variety of disciplines in the universities who become intimately acquainted not just with the needs and problems of the local government or the inner city community, but with the people who deal with these problems. I like very much what Costello had to say about the implementation of research depending largely upon the researcher being personally acquainted with the implementer.

Our initial program in the division in city hall, which will be the first one established in January and February, will have to do with the whole complex of issues raised by the new thrust for citizen participation, the decentralization of city government, and the neighborhood delivery of services. And the second division in the inner city will deal with that same problem from the perspective of the inner city, while at the Center we will be working on the metropolitan dimensions of this complex of issues.

I would like to mention two or three other specific projects of the Center that have or will have university involvement.

The Center has organized a steering committee from business, government and universities to develop a 1970 Census Use Project for the Washington metropolitan area. Our aim is to plan an analysis program that will speed up the use of census data to develop knowledge of the Washington area. We hope to have faculty working with us to produce a series of profiles of the Washington community.

Through the Council of Governments the Center is about to get a grant from HUD to analyze administrative, professional and technical manpower needs of the local public service in the Washington metropolitan area and to develop an educational program that will enable the universities to meet this need more effectively.

We are organizing now an inter-university intergovernmental task force of university people and local government people in the Washington metropolitan area to work with this study, to help design it, to help carry it out, and to follow through on the pre-service and in-service education aspects of the plan once it is developed.

We are doing a lot of work with operational simulation, or gaming, in the urban field. We are particularly interested in the educational uses of urban gaming in the urban affairs field, particularly as it may alleviate the problem of "the fragmentation of understanding" that has been talked about a great deal. I think that was the phrase of Dr. Niebuhr.

The customary way a discipline deals with the urban scene is to say, "All other things being equal, this is what happens, if you look at it from the point of view of economics or political science or sociology." But nothing ever remains equal. What gaming allows you to do is to deal with the economic dimensions of urban development, growth and decay in the context of a constantly changing political and social scene. The games have very strongly economic and political dimensions built into them. We have yet to build in strongly the social dimensions.

We are working on a system whereby these games can be played in universities anywhere in the country by mail. Data from a round of play is sent to us, and in a couple of days we have analyzed them and sent them back. When they meet again they go on to the next round of play.

My time is up; I must stop.

The next panelist is Dr. Jack C. Ferver, Director, Center for Extension Programs in Education, University of Wisconsin.

DR. FERVER: As a Title I Administrator, it has been good to have many other people here who are not as directly responsible for Title I. When Title I Administrators are together we tend to think of Title I as a program. But here it has been more appropriately put in its place. As LeMay might say--it is just another weapon in the arsenal.

What I would like to take my few minutes to talk about is a model which I call the Urban Grant Higher Lower Education System in which Congress would establish a public higher lower university for each 1,000,000 residents in a metropolitan area. Such universities would admit anyone to the faculty or student body. The students and faculty in each university would be rigorously and systematically evaluated and compared for how much they learned, for the skills they acquired, for the motivations and competences they developed for relating directly, actively and effectively to issues which imperil the future of democracy, if not the immediate social order itself. In these universities students and faculty would be engaged as partners in the search for truth.

I would like to talk about this urban grant higher lower education model, but I cannot because we are supposed to talk about working models and that implies we should deal with the possible, though improbable, today.

Many of you in this room are painfully aware that there is precious little reason to be optimistic about Title I and the contributions which higher education will make immediately to immediate problems. It is shear folly to think that 10 million dollars is going to make much of a difference in this country when it would take 10 times that amount to make a difference in housing in Washington. It is shear folly to think the community service/problem solving activities of higher education institutions are going to make a difference when there is nothing but tokenism in more than 10 universities in this country. My own university which has a 16 million dollar budget for extension and which will do a million dollars worth of programming in the inner-city of Milwaukee this year (including $75,000 of Title I programming) is a university which like all universities continues to pour its major efforts into providing credentials and skills for vocational and social success and to provide new knowledge and techniques to meet the needs and serve the interests of the great public and private corporate structures which more and more shape and manage our lives. Universities will continue to accommodate to social change, just as they have to the three great issues of this decade: race, poverty, and war. We talk about relevance, but the sad fact is that the university as we know it today is relevant to the interests of the majority of all groups concerned. Even most students find a university's relevance in providing a means for securing credentials for well paying work and higher social status. The experience at the Federal City College is an interesting case in point in talking about what students believe to be "relevant."

Anyone who wants to ride a winner this year and next better stay off a Title I or university horse that is headed into the ghetto. But for anyone who would just as well go down trying I would like to offer a few suggestions of strategy as to how Title I might be most effectively plugged into a working model for urban community services.

In the first place we should be realistic about what most higher education people think they ought to do. The central mission of the University is "to search for truth." This is usually interpreted as laboratory research and journal publication, but it just happens to fit what we must do in Title I programming in the city. Faculty have been in the city but seldom of the city as faculty, but many are now aware that a problem exists and aware that our knowledge of how to solve the problem is extremely limited. This gives us an opportunity to engage faculty members with members of the community in a joint search for solutions. In such a search we could junk as absolute most of the present doctrinal separation of teaching, learning and community service, since most of what was taught would involve students and faculty together in both the quest for new information and understanding, and in the use of what knowledge is available to make sense out of and to shape and reshape both the public and private worlds which they individually and collectively inhabit. In this way we would be involving faculty members in what is most dear to their hearts and pocketbooks--research. To be legal as far as Title I is concerned, of course, we would have to call this "community leadership development."

A second strategy is to change attitudes of people in higher education, including those that control the funds, concerning the importance of going into the city for the sake of the city. The way to do this is not to try to change attitudes but to get faculty into situations where they have new experiences.

Dr. Pettigrew has pointed out to us that the best way to eliminate prejudice is to get people to first behave differently. If you want faculty to want to be involved, get them involved one way or another.

A third strategy is to be willing to compromise away some of the impact that might come from providing large grants to institutions with high capability to solve community problems in well established areas of priority, in order to develop institutional capacity to solve community problems. I regard this as an investment in the future. The argument that if we do this we will not have a future is not too important, because it would not make much difference anyway with the few dollars we have if we gave it all to one institution for one project in one major city.

A fourth strategy of Title I programming in cities is to help higher education establish a link between city hall and the poor and powerless. Universities cannot function effectively in the city unless the lines are kept open in both directions.

A fifth strategy is for us to try to get all the leverage possible out of our little bit of money. One way is to train trainers instead of rendering direct services to clients. Another way is to maintain the flexibility to respond to politically attractive propositions. This may not sound nice, but the urban problems we are concerned with are not nice either, and Title I represents one of the few rays of hope I see in the future if we can survive the present.

A sixth and final strategy I would propose is to devise a system for using Title I funds to pull together all institutions of higher education in the city. In Milwaukee we have done this by establishing an Inter-institutional Committee for Title I programs which has an Executive Director, Richard Archia, who is here, who is paid for out of Title I funds. In Milwaukee Richard works with 5 private colleges and universities, a vocational-technical college, UWM and University Extension. While this takes the skills of a lawyer and a professional welfare worker, qualifications Richard has, we have been able for the first time in the history of Milwaukee to get institutions to work together on common concerns.

A CLOSING NOTE

The final formal session of the Seminar was an afternoon address on October 4, 1968, by Dr. Paul Miller, formerly President of the University of West Virginia, recently Assistant Secretary for Education in the Department of Health, Education and Welfare, and presently Director of Planning and Development at the University of North Carolina. Dr. Miller's remarks, which are not included here by his request, were subsequently refined and became the substance of an article printed in the January, 1969 issue of Adult Leadership (Vol. 17, No. 7) and entitled "In Anticipation of the Learning Community." The reader is invited to consult the article for further insight into the challenge facing higher education in its attempts to enrich community life.

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